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EMERGENCY PLANNING NEWS



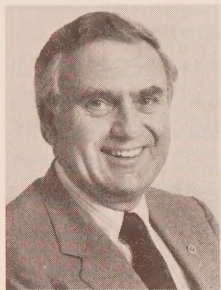




# Introduction from the Solicitor General

It gives me great pleasure to introduce this issue of what will be a biannual newsletter dealing with emergency preparedness in Ontario.

In Ontario, emergency preparedness is the responsibility of all levels of government, and almost all departments



*The Honourable  
Ken Keyes  
Solicitor General*

of government. Most often, we think of the police, fire and ambulance services when we think of emergencies. While they are the main responders, and probably deal with ninety percent of emergency situations, there are times when such situations escalate beyond even their capacity to respond adequately. Under these circumstances, the head of the municipal council must assume the responsibility under the Emergency Plans Act, 1983, for the lives, safety and property of all citizens.

The Government of Ontario views the level of emergency preparedness in the province as a serious concern. The establishment of Emergency Planning

Ontario, in my ministry, is one expression of this concern. The publication of this newsletter is another. Its purpose is to provide advice and assistance to all of those in authority who have a responsibility for emergency preparedness. No community, however large or small, is immune to emergencies. This has been demonstrated all too often in the past few years. While our ability to respond to emergencies is good, there is plenty of room for improvement, and I am confident that this newsletter will make a substantial contribution towards that goal.

*Ken Keyes  
Solicitor General*



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## Emergency Planning News

Emergency Planning Ontario

June 1987

### Exercise tests provincial nuclear emergency plan

Early one morning last November, an "accident" at the Bruce Nuclear Power Development near Kincardine caused a release of radiation into the atmosphere.

To Ontario Hydro, the province, and municipal officials in the Bruce area, the emergency was very real.

To the residents in the area, the day went as usual, except for an early blizzard.

It was all part of the scenario for Exercise Bruce '86, designed to test various emergency plans.

The exercise was co-ordinated and staged by Emergency Planning Ontario (EPO). Each year, EPO exercises at least one of the province's nuclear plants, to test the provincial, municipal, industry and agency nuclear emergency plans.

EPO co-ordinates a number of response plans for nuclear emergencies occurring inside the province, or close enough to provincial borders to affect the safety and well-being of Ontario residents.

The Provincial Nuclear Emergency Plan - Part I (the master plan) was approved by Cabinet last summer. EPO also has site-specific plans for each of

the province's five nuclear facilities, along with transborder plans. In addition, each municipality adjacent to a nuclear plant is responsible for preparing a detailed local plan, which must be co-ordinated with the provincial plans.

Under the scenario for the Bruce exercise, the "accident" in the reactor was complicated by a leak in the vacuum building (designed to contain radioactive gas escaping from the reactor until it can be cooled and slowly vented).

*continued on next page*



*OPP cruiser is monitored for radiation during nuclear exercise.*



# Newsletter highlights planning

by Ken Reeves  
Co-ordinator,

Emergency Planning Ontario

I am very pleased to introduce the first edition of Emergency Planning News, a publication designed to inform emergency response authorities on problems related to emergency preparedness, and to assist them in resolving problems and issues which affect them within their operational jurisdiction.

This newsletter is designed to be informative, constructive, and, above all, useful. We intend to publish twice annually, in May and October, for the first couple of years. Later, if the demand justifies, we will publish more frequently.

The newsletter will be distributed initially across Ontario to heads of council, chief administrative officers, fire and police services, medical officers of health and volunteer agencies. As well, provincial ministries will be included in its distribution, and it is our intention to solicit appropriate contributions from them, based on their experiences and involvement in emergencies.

This newsletter is intended to be a forum in which all agencies can participate. It can only be successful and achieve its purpose if the people and agencies in the front line of emergency preparedness, the municipalities and their staffs, the regions and districts of provincial ministries, the emergency services of Red Cross, St. John Ambulance, the Salvation Army, and other volunteer agencies regularly contribute.

We can all learn from each other's experiences, but to do that we must hear from you. What this newsletter is NOT intended to be is a pulpit from which we in Emergency Planning Ontario preach to the rest of the province!

Mary Cann of my staff is the editor, and you are invited to send your comments to her, or to me, preferably in writing. Please feel free to criticize our venture; I only ask that your criticism be constructive.

I look forward to receiving your contributions, and to vigorous debate in these columns.

## Municipal emergency preparedness

Every municipality, irrespective of size, location, or resources, is subject to emergencies. Major storms, sudden releases of chemical or toxic substance, floods, forest fires, explosions and transportation accidents are just a few of the examples of situations that many Ontario communities have faced. Good plans and well prepared emergency services can make a difference – a difference that may be measurable in terms of saving lives and reducing property damage.

Certain kinds of emergencies such as flooding or forest fires may demand special arrangements. In most cases, however, the municipal plans and other emergency preparedness arrangements should be flexible enough to permit broad application to the entire range of possible emergencies.

Some municipalities are well prepared, but most are not. A 1985 survey of all Ontario municipalities revealed that only 25 per cent had up-to-date plans. No less than 59 per cent (or more

than 500 municipalities) had no emergency plans at all.

A primary focus for Emergency Planning Ontario (EPO) for the next several years will be to change this state of affairs.

A new survey is being conducted this summer, to update EPO's information on the number of plans in place.

EPO is prepared to assist by providing emergency planning guidelines, on-the-spot advice, and by reviewing draft plans. EPO can also make training courses available, and provide access to JEPP (Joint Emergency Planning Program) funds.

In short, EPO will do all it can to assist any municipality. However, they will not volunteer to write municipal plans, since this is best done by those who know the municipality, and will have to implement the plan if an emergency strikes.

If your municipality does not have an up-to-date plan, you can expect a visit. Better yet, call EPO for help.

## Exercise tests provincial nuclear plan

*continued from previous page*

The exercise tested the linking together of the various plans involved, and the co-ordinated response of the many agencies – from the Premier's office to the local social services agencies – which would be called into action during a real emergency.

Notification procedures, telecommunications capability, the adequacy of control and information centres (both in Toronto and in Bruce) were tested, along with emergency response facilities such as reception and decontamination centres.

Traffic control activities by the Ontario Provincial Police and local police

were evaluated, as were monitoring and ingestion control.

During the early hours of the exercise, municipal officials, assisted by Ontario Hydro, made decisions about protective actions to be taken by local residents.

Following the Premier's formal declaration of a provincial emergency, staff at the Provincial Operations Centre in Toronto took over, and used data from the plant and other technical sources to decide how to best protect the population in the 10-kilometer radius of the plant.

Information on the emergency was provided to news media and the public through information centres set up in Toronto and Underwood. A group of journalism students from Humber College acted as mock media for the exercise, testing the resources and personnel in the provincial and local information centres.

By mid-afternoon, the imaginary hole in the vacuum building had been patched, the sheltering order was lifted, and the "emergency that wasn't" had provided a good work-out for not only the plans but the planners.

Each participating agency was asked to do a critique on the exercise, and a consolidated post-exercise report will be produced.



Fire Chief Orland Leggett, left, and OPP Sergeant Bill Walker, man the phones in the the Municipal Control Group during the Bruce exercise.



# Prepare now for severe weather disturbances

In May 1985 a series of severe tornadoes struck South-Western Ontario, with particularly devastating results in the areas of Grand Valley, Orangeville and Barrie. Lives were lost, many casualties were taken to hospitals and millions of dollars in property damage were caused.

Some important lessons were learned. One of these lessons concerns our ability to communicate with the public before, during and after an emergency.

The "Barrie experience" in 1985 has caused us to pursue three major initiatives in an effort to improve communications. These include:

*Before the emergency.* Environment Canada in cooperation with The Ministry of Education has issued Severe Weather Warning Guidelines. These were distributed to all Schools and School Boards as Safety Memorandum No. 21 issued by The Ministry of

Education. A copy was sent also to every Ontario municipality. The major thrust of the safety memorandum is: know when to expect severe weather; understand when and by what means severe weather warnings will be issued by Environment Canada; know what to do if a severe weather warning is given; and finally, the Safety Memorandum provides a telephone number for all Environment Canada Weather offices from which additional AES educational services can be obtained.

*During an emergency.* Normal communication systems fail, often because of over-use (see article on Line Load Controls). Alternate means of communicating with key emergency response officials are essential and should be embodied in every emergency plan.

You do have a plan don't you?

*After an emergency.* A tornado lasts for less than a minute but its effects frequently will take hours, days and months of rescue and recovery work. During this period you must be able to communicate effectively with the public. Radio and TV stations can be knocked out by the same emergency. What happens then to your plans for communicating with the public? This is a major concern that is being addressed by the federal and provincial governments in co-operation with the Radio and Television News Directors Association. However, in the meantime, municipalities should be considering alternate means of communicating with the public if an emergency affects their use of the media in their communities.

## Coast Guard concerned about hovercraft

It sort of flies, it sort of floats, and it is classed as an aircraft.

Having said all that, it comes under the jurisdiction of the Canadian Coast Guard (CCG).

"It" is an amphibious Air Cushion Vehicle (ACV) or hovercraft.

Some Ontario municipalities are considering the purchase of an ACV for rescue and emergency purposes.

The Canadian Coast Guard has asked Emergency Planning Ontario to point out to municipalities that these vehicles are subject to federal safety regulations, and that this fact is sometimes overlooked.

Design and operational safety aspects are required to comply with applicable provisions of a CCG safety standard. This standard has been sent to all known ACV manufacturers, and it is incumbent upon manufacturers to seek safety certification.

Some small pleasure ACVs (which are exempt from the safety regulation) have been sold, and some of their inadequacies in design and operator training are of concern to the Coast Guard.

Any municipality which is planning to purchase an ACV is urged to contact the nearest CCG office, or to call Mr. Wade, Superintendent of Special Ships, in Ottawa at (613) 998-0660.

Municipalities should also note that funds from the Joint Emergency Planning Program (JEPP) are not available for the purchase of ACVs.

## Joint Emergency Planning Program provides funds

Q. What is it?

A. A possible source of federal funding assistance available to every municipality for improving their level of emergency preparedness.

Q. How is it administered, by whom?

A. Within Ontario, the program is administered within the Ministry of the Solicitor General by Emergency Planning Ontario. Each year the federal government sets aside a sum of money for Ontario. These funds are then sub-allotted to municipalities who qualify and apply.

Q. Who qualifies?

A. Provincial ministries and agencies, all Ontario municipalities and, in areas of the province without municipal organization, Local Services Board, a fire team or other provincially sponsored agencies may apply.

Q. How much?

A. Potentially, up to 50% of the total cost of an approved project.

The above questions and answers serve to introduce a new publication that recently was distributed to all municipalities across the province. Its purpose is to publicize a very important federal program that has benefited a great many municipalities.

Beginning in 1982, the federal government has made a sum of money available for the purpose outlined above. Currently \$1.9 million annually, JEPP funds are used to encourage the development of emergency plans, to educate the public about how to react, to train emergency response workers, to purchase equipment and, finally, to test plans and exercise staffs so that experience is gained and plans are continuously being upgraded.

Q. Are you getting your share?

A. If not, contact Jim Ellard or Eleanor Patterson at (416) 965-6708 to obtain a copy of the JEPP publication or to discuss the details of any project that could be on your mind.

### Ministry of the Solicitor General

The Honourable Ken Keyes, Solicitor General

John D. Takach, QC, Deputy Solicitor General

Dean Paquette, Assistant Deputy Minister, Public Safety

### Emergency Planning Ontario

K.J.W. Reeves, Co-ordinator

J.L. Ellard, Head, Municipal Preparedness

F.B. Ali, Head, Plans and Operations

Mary Cann, Editor

Emergency Planning Ontario  
1st Floor  
25 Grosvenor Street  
Toronto, Ontario M7A 1Y6  
Tel. (416) 965-6932  
965-6708



# Spills Action Centre helps in emergencies

Environment Ontario's Spills Action Centre (SAC) receives notification of spills to the natural environment 24 hours per day, 365 days per year on a province-wide toll-free number 1-800-268-6060.

The centre also handles urgent complaints or inquiries on environmental matters, acting as an off-hour liaison between the Ministry of the Environment (MOE), industry and the general public.

Located in Toronto at 7 Overlea Blvd., SAC was established on November 29, 1985, the same day that Part IX of the Environmental Protection Act (Spills Bill) came into force. Part IX requires the owner or person in control of a spilled pollutant to report it immediately to the Ministry of the Environment, and to clean it up. Notifying the ministry is most easily accomplished by calling SAC.

The centre was designed to handle roughly 12,000 environmentally-related calls per year. Each call is assessed by a senior environmental officer and the appropriate ministry action is taken.

This may include dispatching MOE field staff to the scene of the incident.

The centre also functions as:

- a communications link with other involved agencies (i.e. police, fire departments, coast guard, U.S. authorities, etc.)
- a repository for technical information pertaining to spills and other environmental concerns - a direct link

with the minister, senior MOE management and other MOE branches in the case of a serious spill or disaster.

- a data base of spills reported to the ministry.

Anyone who is aware of a spill to the natural environment or other urgent environmental concern is encouraged to call SAC on its toll-free line, or in the Toronto area by dialing 965-9619.



*Staff at the Spills Action Centre receive notification of spilled pollutants.*

## Site officials need to be easily recognized

Emergency Planning Ontario has received a number of queries over the past few years regarding an appropriate method for identifying key officials at the site of an emergency.

In a small community or at a contained site this usually is not a problem as key officials are known to each other and to those who may require access to the site. However, certain emergency sites, by the very nature of their complexity, the weather and the duration of the emergency could require a constant change of managers or the size of the management team.

Under these conditions a simple system for identifying key managers would ease the tasks of all concerned.

To assist municipalities in the development of a standard system, Emergency Planning Ontario has been working with a broad cross section of provincial, municipal and federal agencies. Options examined have included colour coded helmets, jackets, armbands, vests and combinations of letters and numbers. The objective is to develop a system which does not interfere with the wearer's safety or job performance, is suitable in all weather, easily recog-

nizable and inexpensive.

Once a solution acceptable to all emergency services has been found the

details will be available to any municipality wishing to incorporate the system into their emergency response capability.

## Line Load Control program

The Line Load Control program was re-introduced last year after a short term interruption caused by a lack of staff to administer the program.

Line Load Controls become necessary when overload conditions threaten service. Overloading frequently occurs at the worst possible time — ask the City of Barrie emergency officials who had to cope in the aftermath of a series of tornadoes without normal telephone services. It is a sign of our times that people rush to use their telephone and consequently overload the system whenever an unusual event occurs, such as an emergency.

The imposition of Line Load Controls simply means that the telephone company has reacted to the overload situation by limiting the number of telephone users. The ability to ORIGINATE telephone calls will be denied to all but essential users — those in-

dividuals and agencies identified beforehand who must have continued use of their telephones, e.g. police, fire, utilities, hospitals, ambulance, heads of government, etc. The ability of all subscribers to RECEIVE calls will not be affected by Line Load Controls.

This is why it is imperative that municipal officials co-operate fully in this program. Twice annually, municipalities will receive computer printouts that will identify those telephone lines which are protected. This is their opportunity to make corrections. They should add, delete or change wherever it is necessary to reflect their current emergency organization and system for responding to emergencies. Guidelines have been issued to assist them.

For further information or assistance, call Emergency Planning Ontario. We will be happy to assist you.



# Post-Chernobyl actions in Ontario

On April 26, 1986 a major accident occurred at the Chernobyl nuclear power plant, 100 km north of Kiev in the USSR. The accident raised serious concerns about public safety and the safe operation of nuclear power plants. As a result, the Ontario government has undertaken to examine several issues related to the nuclear reactor industry in Ontario.

In December 1986 the Ontario government set up the Ontario Nuclear Safety Review (ONSR), headed by Dr. F. Kenneth Hare, a distinguished academic,

to examine the design, operating procedures and emergency plans associated with Ontario's Hydro's Candu nuclear generating plants. The review is to encompass a cross-section of technical and scientific information and submissions from interested groups have been invited. A report is expected in early 1988.

Cabinet has also approved the conduct of a study to review the appropriate level of nuclear emergency planning and preparedness required in Ontario. This deals with the measures that are

taken both before and during an emergency. The report of this working group, made up of experts from federal and provincial governments and agencies and chaired by Dr. K.G. McNeill of the University of Toronto, is due in the summer of 1988.

In addition, the Ontario Fire Marshal's Office will examine fire-fighting capabilities to deal with a fire at a nuclear facility, and what improvements in equipment and training may be required by municipal fire departments which may be involved in fighting such a fire.



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General

## Emergency Planning News

Emergency Planning Ontario

Fall 1987

### This is an exercise message . . .

Receipt of a telephone call or piece of paper prefaced with the above sentence reminds some people that the matter requires no real world action. More often it reminds them that they are part of a test of procedures and the successful outcome of that test depends a lot on them. Put simply they see themselves being tested rather than the procedures.

That may explain the reluctance in many municipalities to test their procedures for soundness. If you belong to such a municipality, remember that familiarity with the subject brings confidence, and usually results in improvement of the procedures.

Three Ontario communities recently held exercises to test their procedures. In all cases the simulated emergency involved dangerous goods. None exercised the Municipal Control Group as such but preferred to exercise the on site command staff this time around. One municipality outlined the events likely to be encountered in advance. The other two limited those details to the planners of the exercise. Two communities used their own emergency coordinator to plan and conduct the exercise the other used the expertise of the Fire Advisory Service of the Ontario Fire Marshal's Office.

Let's take a look at what can be

learned from these three exercises.

In the Kenora exercise, a truck carrying chlorine collided with a school bus resulting in a leak to the chlorine tank and several injuries to the students in the bus. Police, ambulances and fire dispatchers did not know at the time that this was a simulated event. Units were dispatched (based on a call to

police from a "teacher") and all dispatchers were warned of the possible presence of toxic substance. All emergency services personnel approached the scene with caution and fire fighters donned breathing apparatus.

Managing the operation then became

*continued on page 3*



Ambulance workers lift a "victim" onto a stretcher during an emergency exercise in Kenora. Exercise scenario was based on a chlorine truck colliding with a school bus.



## Co-ordinator's column

Elsewhere in this issue, there are articles on an emergency which occurred this summer, a survey of municipal planning, and identifying "who's in charge" at an emergency site. I would like to comment on each of these articles, because they are interrelated.

The forest fire which threatened Val Rita-Harty demonstrated the need for an emergency plan, even in the smallest rural community. Too many times in the past I have been told that "nothing ever happens here" and "we don't have the resources to develop a plan", or "we are too small, the province will have to look after us."

Well, events in the past five years such as train derailments, tornadoes, forest fires or floods have proven yet again that no community, large or small, is immune. The preparation of a simple plan can save time and possibly lives, and bring order to the usually confused situations which exist at the start of any emergency. While the province will assist any municipality that is in trouble, its ability to respond is very much restricted by time, distance and resources.

The survey results on municipal emergency planning are not as encouraging as they appear on the surface. While the number of municipalities with emergency plans has about doubled in the past two years, the number of plans which are up-to-date (written, revised or tested in the past year), has decreased dramatically.

I can only urge municipal officials involved in emergency preparedness, and this includes nearly all of them, to ensure that their plans are not allowed to gather dust, but are examined frequently, tested and kept up to date.

Finally, the requirement for the identification of key officials at the site of an emergency is a vital component of site organization. Not to be able to clearly and quickly identify who is in charge of police, fire, ambulance and other services will only cause unnecessary confusion. Most importantly, it is absolutely essential that the overall site co-ordinator and his site command post be readily identified.

In the coming weeks and months, Emergency Planning Ontario staff will be concentrating their efforts on rectifying some of the problems described above.

Remember, if you need assistance in planning or any other aspect of emergency preparedness, we are only a telephone call away: (416) 965-6708, or 965-6932.

## All but two responded

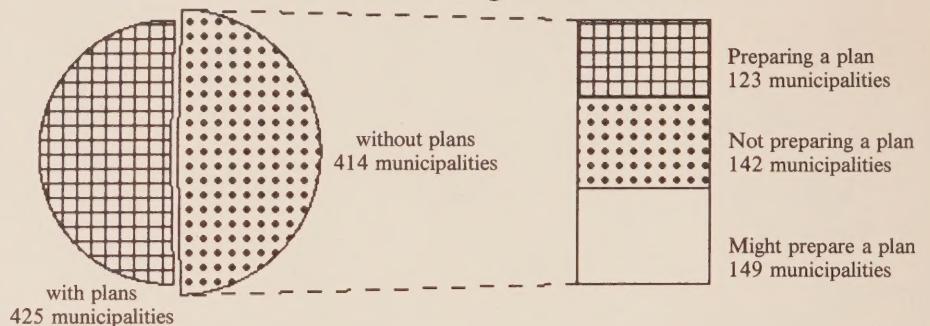
Only two out of a total of 839 municipalities refused to respond to our survey questionnaire about the state of emergency planning in Ontario. Who were they? We're not prepared to tell! However, we are happy to share the

results of that survey with you and suggest a number of initiatives that we are contemplating.

First, let look at some of the raw numbers we received in response to our question.

	Yes	No	Not Sure
1. Do you have a plan?	425	414	
2. Will you be developing a plan in the next 12 months?	123	142	149
3. Have you had an exercise to test your plan in the last 12 months?	73	350	
4. Do you intend to test your plan in the next 12 months?	179	321	337
5. Do you wish to have a briefing?	344	493	

### Results at a glance



From the results listed above, we were able to draw some conclusions. Of 839 municipalities, 548 either have a plan or will develop one over the next year. That leaves 149 in the "not sure" category, and 142 who have no plans to make plans. These municipalities will be worked on!

Based on the fact that only 179 municipalities intend to test their plan within the next 12 months, EPO may have to shift its emphasis from plan development to plan testing.

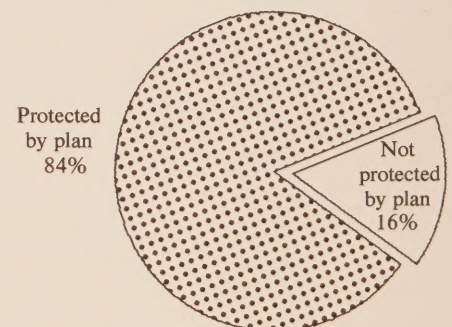
Since 344 municipalities have indicated that they would like a briefing by EPO staff, the obvious conclusion is that we will be doing more traveling!

When we compared results with population densities we were pleasantly surprised to learn that the emergency plans already in place protect no less than 84 per cent of Ontario's population. While gratifying, that statistic will not dissuade us from trying to obtain 100 per cent coverage.

While the absolute number of municipalities with plans has grown from 42 per cent to 51 per cent, the number with current plans (ie, those that have been updated or exercised in the past year)

has dropped off alarmingly, from 27 per cent to 9 per cent. Or, to put it differently more municipalities now have a plan — which may or may not have been dusted off and read lately.

### Ontario population



However, fewer municipalities were able to assure us they have a current plan (ie, one which has been updated or tested in the past year). This is a very worrying trend that gives more proof, if any was needed, that more emphasis has to be placed on exercises and updates to ensure that all of our plans remain current and workable.



# Exercise messages test procedures

*continued from page 1*

somewhat routine. An early call to the emergency co-ordinator warned of the possible need to alert the Municipal Control Group (they were placed on stand-by) and this was rescinded once the leak was sealed.

## Residents inconvenienced

There were two problems which Kenora officials will address in future. Evacuation of casualties was slow due to the requirement for triage and the turn around time for ambulances. Eventually casualties were transported to hospital in all available transportation.

A number of local residents were inconvenienced during the exercise, and one lady became distraught because she believed the accident was real. The blocking off of the site caused traffic to be re-routed, and once the hospital activated its emergency plan visitors had to wait outside.

A prior announcement about an exercise which will occur within a certain time block and an information telephone number can prevent some of this inconvenience. It can also let the public know that emergency preparedness is being enhanced and can even serve as a test of the plan's Information Centre procedures.

## Propane explosion

The Township of Malahide planned its exercise with the help of fire advisors and used the Aylmer Police College as the site. Students attending a barbecue were "victims" of a propane tank explosion. Malahide's two fire departments as well as resources called up through Mutual Aid, the Ambulance Services, the Ontario Provincial Police and Ontario Hydro were the primary responding agencies. They had an opportunity to practice the interaction required at the



*Rescue workers assist a "victim" down a ladder during an exercise the Township of Malahide held at the Ontario Police College in Aylmer.*

site to ensure smooth and timely co-ordination. With the confidence gained from this experience the Township will now be able to test its emergency procedures at the next level of intensity, employment of the Municipal Control Group.

York Region updated its plan recently with a test of the alert system and noted the minor modifications required. Emergency Co-ordinator Bill Smyth then circulated an exercise event list along with a block timing for the exercise. This approach encouraged all emergency services personnel to review their internal procedures and when the call came they were ready.

## Spill contaminates creek

The event was a derailment in the Town of Aurora with a spill of dangerous goods. The spill quickly contaminated a creek system and simulated precautionary evacuation took place. The Regional Control Group was placed on standby but was not needed as the spill was soon contained. This exercise was essentially aimed at the on site command post officials and helped identify communication problems. The need for a site co-ordinator was recognized as well as a procedure to work with the media. The internal procedures of each emergency service proved to be sound. Ministry of the Environment and the CNR responded quickly and back up assistance was offered by Metro Toronto ambulance services and the OPP. CANUTEC and the Spills Action Centre were able to advise Aurora firefighters of a local source for the neutralizing agent they required to combat the spill.

## Exercises meet objectives

All three exercises met their objectives. They provided officials with the opportunity to fine tune their plans and instilled confidence. Three municipalities have in the process achieved a high degree of emergency preparedness.

# New Solicitor General

Joan Smith was named Ontario Solicitor General on September 29th.

Ms. Smith, the member from London South, was first elected in May, 1985, and named Chief Government Whip and Deputy House Leader.

A graduate of the University of Toronto, Ms. Smith was an alderman in London for six years prior to becoming a member of the London Board of Control from 1982 to 1985.



*The Honourable  
Joan Smith  
Solicitor  
General*



# Val Rita-Harty fire gives emergency plan a test

A bush fire near Kapuskasing in May gave the Val Rita-Harty Township emergency plan a workout, and ultimately resulted in some changes to the plan.

The fire was first noticed by officials at the Kapuskasing airport, who reported it to the Ontario Provincial Police and the Ministry of Natural Resources (MNR) Fire Operations Manager.

MNR quickly assessed the situation while the OPP called Val Rita fire department to the scene and notified Reeve Germain Lacoursiere.

Barely twenty minutes after the fire was first sighted, an evacuation of residents was recommended by MNR through the OPP. The Municipal Control Group assembled and as information became available, made the appropriate decisions and arranged the necessary action. Reeve Lacoursiere also declared an emergency, and advised the Solicitor General that he had done so.

Residents in the fire zone were the first to be evacuated, followed by work crews of Trans-Canada Pipelines. Schools were instructed to send all students to the Val Rita School as an interim measure. Back-up fire department support and OPP reinforcements were arranged, as was assistance from Canadian Forces Station Lowther.

At the two-hour point, the village of Val Rita was evacuated to Kapuskasing, as the fire spread at 40 feet per minute and its exact size remained unknown. Announcements on local radio and TV stations, as well as door to door contact ensured that residents were informed. As concessions and village streets were cleared, the OPP established sector security.

At the three-hour point, the fire was within 1 km of the village and out of control, although moving at a slower rate. Water bombers were called in but insufficient water limited the use of ground crews. The Spruce Falls Power and Paper Company offered assistance to evacuees, and its employees made a fire wall.

Four and a half hours after the initial report, evacuation of all 800 endangered residents was complete. At the nine-hour point, officials determined that the fire was under control and residents could return. Reeve Lacoursiere terminated the emergency, and emergency service personnel oversaw the return of residents.

No injuries were reported, property damage was limited, and by 6 a.m. the

following day things had returned to normal — or had they?

Reeve Lacoursiere wanted to ensure that the experience gained from the emergency was put to good use, and he called a series of meetings to re-cap the events and resolve problem areas.

At the onset of the emergency, those involved were unfamiliar with the emergency plan, and the alert system worked slowly. The municipality agreed to develop a check list of key actions, and realized the need to hold periodic exercises — even as simple an exercise as activating the alerting system.

A large number of volunteers offered their services, and a revised plan will now specify a location for volunteers to assemble.

The need for an information centre was highlighted during the fire. Such a centre is needed to issue emergency information to the public, to handle the needs of news media, and to co-ordinate the media announcements of the various agencies involved in handling the emergency. A revised plan will designate the fire hall as the information centre.

Another problem area was liaison between the township and MNR, since communications were difficult. Provincial guidelines encourage municipalities to enter into prior arrangements

with local provincial officials (in this case, the MNR fire organization) to exchange liaison officers. This exchange ensures that the municipality has full and timely information, and that the provincial representatives are aware of the interests of the municipality. When making or revising emergency plans, municipalities should sit down with local provincial representatives and arrive at workable solutions.

Dealing with an emergency can be expensive, and the Emergency Plans Act authorizes a municipality to seek recovery of the costs from the person causing the emergency. In some cases, accounts were submitted after the Val Rita-Harty fire, but in many instances northern generosity prevailed.

Minor frustrations which will also be dealt with include the need to control access to the municipal operations centre and to have a system for identifying personnel who need to perform certain duties or have access to specific locations.

All in all, this particular municipal plan worked, and the municipality is taking the opportunity to use the experience of a real emergency to make some adjustments to its plans.

Municipalities, of course, don't need to wait for an emergency — they can have an exercise instead!

## *Emergency response is a dangerous business*

# Compensation for volunteers

Policemen, firemen and ambulance attendants know too well the hazards involved. But, what about the volunteer worker? They share the risk and now, with the most recent amendment to The Workers' Compensation Act, they also are eligible for compensation if they are injured on the job.

The Workers' Compensation Act was amended in 1984 to include in the definition of a "worker" - a person who assists in connection with an emergency that has been declared to exist by the Head of Council of a municipality or the Premier of Ontario. Furthermore, in a different section, the Act now provides that where the Head of Council of a municipality or the Premier of Ontario declares an emergency to exist, the municipality or the Crown in right of Ontario, as the case may be, shall be deemed to be the employer of the person. The "person" in this instance is a volunteer worker.

The net effect of these amendments will be to assure a level of compensation to a volunteer who is injured on the job in situations where "an emergency has been declared to exist" either by the Head of Council or the Premier of Ontario.

This is an important distinction which municipal officials must keep in mind whenever they are faced with a situation that causes them to consider whether an emergency should be declared.

Protection of emergency workers is another reason why municipalities should not hesitate to declare an emergency. By declaring one, they establish a formal employer - worker relationship between the municipality and the volunteers.

Municipalities should also ensure that their emergency plan includes a means of registering volunteers who are put to work once an emergency is declared, so that a record exists if claims need to be set up for compensation.



# Joint Emergency Preparedness Program

In this issue we are going to provide a few facts and figures to demonstrate the benefits of the Joint Emergency Preparedness Program. JEPP, a very important source of federal funding assistance, has benefited a great many municipalities since its introduction in 1982.

## Last Year

Last year alone, a total of 132 new projects were added to 11 projects carried forward from previous years. This total of 143 projects was divided among provincial agencies and Ontario municipalities, as follows:

- provincial projects -	4
- municipal projects	<u>139</u>
	143

The total expended on all 143 projects was \$4,252,405. Of this total amount, 48.1 per cent or \$2,046,207 was approved for payment by the federal government. JEPP funds were directed to project sponsors as follows:

- provincial agencies -	\$ 215,426
- municipalities	<u>\$1,830,781</u>

The principal types of projects undertaken by municipalities last year are indicated by the following expenditures:

- Rescue vehicles and life saving equipment	\$1,604,847
- Command and control facilities, both fixed and mobile	\$ 693,788
- Communication systems	\$ 632,057

## This Year

This fiscal year (FY), which began on April 1, 1987 and runs to the end of March, 1988, will be the most active ever from a JEPP standpoint. Against Ontario's allocation of \$1,900,000, we received applications from 168 different municipalities looking for more than \$3,000,000 for more than 300 different projects. Given that demand exceeded our allotment by more than \$1,000,000, you will understand why a significant amount of our time was taken up by the need to explain why we were not able to approve every request for funds.

On a happier note we were able to approve projects that would entail total JEPP expenditures of \$2,266,792. From past experience we know that not all of the projects that have been approved will be completed which explains why

we were able to approve funding assistance in excess of the total amount we will receive.

The types of projects that were put forward by municipalities this year differ little from those that have been received in the past. However, because the total demand for funds by far exceeds our allotment, we were unable to approve some types of projects that had been

approved in past years, e.g. the construction of fire training towers. Similarly, any limitations that have been applied against certain types of projects in past years, e.g. real estate, furniture, etc., will continue in effect.

For additional information, please refer to the JEPP booklet or call Eleanor Patterson or Jim Ellard at (416) 965-6708.



*JEPP funds contributed to the purchase of the Office of the Fire Marshal's Hazardous Materials (Hazmat) truck. The vehicle is used both for training and emergency response purposes.*

## Ministry of the Environment SPILLS ACTION CENTRE

1-800-268-6060 (toll free)  
or Toronto 965-9619

The Spills Action Centre receives notification of spills to the natural environment 24 hours per day, 365 days a year.

Anyone who is aware of such a spill, or other environmental concern, is encouraged to call the centre at either of the above telephone numbers.

## Do you need more copies?

We are still adjusting our mailing list. If you would like to receive additional copies of Emergency Planning News, or would like to get on the mailing list, please drop us a note.

We will be happy to accommodate your request.



# Will the real boss please stand up

A frequently voiced complaint during many exercises — and in some cases during actual emergency operations — is the inability to quickly identify key officials at or near the site.

Some months ago Emergency Planning Ontario sponsored a meeting to discuss the subject with provincial health, police, fire and environment officials as well as planners, personnel with emergency management experience and a training officer from the Canadian Emergency Preparedness College. All quickly agreed that a site which required a large number of support personnel (perhaps working in shifts and in poor light) presented communication difficulties.

While some emergency workers are easily recognized by their uniforms, how do you quickly find the senior fire official when several departments have responded under Mutual Aid and each department has variations in colour coded helmets? No one wanted to scuttle any existing arrangements, create a logistics nightmare for a municipality, interfere with the wearer's function, safety or comfort, or incur large expense. Questions of terminology understood by emergency service personnel but not laymen, language and visibility problems and whether to issue the identity items to individuals permanently or hold them centrally were all addressed.

The decision supported by all attending representatives and endorsed by Emergency Planning Ontario is to leave it up to each municipality to determine if it requires a system for identifying key officials and if so to implement a system which best serves its own needs. A suggested policy for inclusion in emergency plans includes;

## Municipal Agencies

- Emergency services command vehicles or command post display a white flag or panel emblazoned with a 12" red "C"

- Command Post personnel (Site Co-ordinator/Manager, Senior Police Official, Senior Fire Official, Senior Ambulance Site Co-ordinator and Senior Media Relations Officer, etc) wear a yellow/green vest marked with their appointment title in 6" gloss black letters. Vests are stored in command vehicle and issued as required. Vests are handed over to reliefs as required.

- The Operations Officer for the Municipal Control Group should hold a supply of plastic encased identity cards which



*See what we mean? Emergency workers in this photo (taken during a Kenora exercise) are not clearly identified. This makes it difficult to tell the players without a program.*

are worn around the neck to identify the Head of Council and each member of the Control Group. Serialized spares are held for those additional personnel who may require access to the Operations Centre or the site. Cards are handed over to reliefs as required.

## Volunteers

Specific arrangements for each group likely to be employed or required to pass perimeter controls should be identified in the plan.

Provincial agencies already have an identification system in place, with the following markings:

## Ministry of Health Ambulance Services

- Ambulance Site Co-ordinator - yellow/green vest marked "Site Co-ordinator"

- Ambulance Officer - orange vest marked "Ambulance Officer"
- Triage Officer - orange vest marked "Triage Officer"
- Transport Officer - orange vest marked "Transport Officer"
- Command vehicle - white strobe light on roof of vehicle
- Ambulance kit includes vests, which are issued when required, and handed over to relief personnel

## Ministry of the Environment

- Field representative responding to the site wear a light green jacket emblazoned with a Ministry logo
- Individuals hold their own jackets

# Taking the show on the road

In an attempt to provide an insight into the complexities of emergency preparedness a presentation has been developed by Emergency Planning Ontario. The presentation is intended for officials of upper tier municipalities and can be tailored for the specific audience. The package consists of an overview of the theory of municipal emergency plans followed by a case study in which the audience provides the solutions. A trial run was recently conducted with the Association of Municipal Clerks of Northumberland County.

This approach allows participation by officials at all levels of experience and, as many remarked at the conclusion of the day, it gave them ideas for their own municipal plans.

Regions or Counties can avail themselves of this seminar by simply calling Emergency Planning Ontario.

If you want to discuss a special area such as social services planning, or evacuation, or an information centre, please let us know in advance and we'll try to tailor-make a specialized presentation for you.



# It will snow this winter . . . but spring will come

There are a number of natural phenomena which can affect the health and safety of Ontario residents, including severe winter storms which are bound to come.

Many of these can be predicted by Environment Canada's Atmospheric Environment Service, and updated forecasts are provided regularly to radio and television stations.

Environment Canada issues warnings whenever expected weather conditions may affect public safety. During the winter, municipal officials should keep an ear to their local radio or TV station for weather information, and be prepared to deal with storms.

A severe weather WATCH is issued when there is a possibility of storms within the next six hours.

A severe weather WARNING is issued to provide an alert to an expected or impending event — within two hours.

Severe winter storms — accompanied by winds, blowing or falling snow, and low temperatures, must be treated with caution. White-outs can create very dangerous driving conditions, and can start suddenly. Winds and icing can also cause power failure, which may last some time.

Municipal authorities, particularly those in areas which are subject to severe blizzards, should highlight the following points to their residents before the first blizzard hits.

## Emergency lighting

- People should keep flashlights lanterns or other emergency lighting devices on hand, as well as a battery operated radio.

- If they live in a rural area which is subject to blizzard conditions, they should consider an alternative method of heating — perhaps a wood stove or a fireplace.

- They should also keep an adequate supply of food on hand and should try to remain inside during severe winter storms, or dress warmly if they must go out. People who must move between the house and outbuildings should tie one end of a rope securely to a doorknob or other marker at each building which must be visited. They should hold tightly to this line when they walk between buildings, since blowing snow can cause people to lose their way — even on familiar ground.

## Driving precautions

- If people must drive under winter conditions, their vehicle should contain a winter storm kit. This should include a shovel, sand, tow chain, flashlight, warning light or flares, extra clothing and footwear, an emergency food pack, matches, maps, a candle in a deep can, and de-icing material for fuel lines and the windshield.

- Drivers must use great caution, and if necessary turn back or seek refuge. They should try to keep to main roads, and have an adequate amount of gasoline in the tank.

- Drivers who become trapped on the road should not panic, and should avoid over-exertion and exposure — shovelling

and bitter cold can kill. Stay in your car, you won't get lost and you will have shelter. Keep some fresh air in the car, and run the motor sparingly. Keep exhaust pipe clear of drifting snow so that fumes do not enter the car.

## Prepare now

In addition to alerting citizens to the need to prepare for severe winter storms, municipal authorities should also dust off their plans for dealing with the inevitable. Not only should they be prepared to cope with road plowing, but may need to deal with motorists stranded in their cars, downed power lines, and the need to accommodate motorists who are snow-bound in their community overnight or for several days.

Cheer up, spring is only five months away!

## *Plans in place for nuclear communities*

# Nuclear Emergency Planning

Emergency Planning Ontario (EPO) is responsible for nuclear emergency planning within Ontario. Although extensive protective and safety systems are installed at nuclear power facilities to minimize the possibility of a major accident, a comprehensive plan has been developed to protect the public's health and safety in the event of an accident.

Nuclear emergency planning is conducted for those areas in Ontario surrounding nuclear facilities — those within the province, and those close to Ontario's borders. These nuclear plants include Ontario Hydro installations at Bruce, Pickering, Darlington and Rolphoton; Atomic Energy of Canada Limited facilities at Chalk River, and a U.S. plant adjacent to Essex County.

Planning is also being done to ensure the safety of Ontario residents in the event of an accident at a nuclear facility anywhere in the world. The need for this sort of planning was highlighted by the 1986 accident at Chernobyl, which resulted in traces of radioactive contamination being detected in Canada.

For planning purposes, the area around a nuclear facility is divided into two major zones. The Primary Zone encompasses the area within a radius of 10 km from the plant, and the Secondary Zone extends to a radius of 50 km. Studies have shown that the need for emergency measures beyond a 50 km

radius is remote.

In the event of an emergency, measures within the Primary Zone might include sheltering or evacuation, to prevent exposure to airborne radioactive material. Emergency management operations within the 50 km radius would concentrate on reducing the risk from ingestion of contaminated food and water.

Municipalities within the 10 km zones of nuclear plants are required to have (and do have) detailed emergency response plans.

In the event of an accident which may have off-site implications, the operator of the nuclear facility notifies provincial and municipal authorities, and makes recommendations for protective measures. The municipality is authorized to declare an emergency, warn the public, and take appropriate protective measures based on the facility operator's recommendations.

As soon as possible, a Provincial Operations Centre is set up to take over control and direct activities to ensure public safety.

Special arrangements are in place with radio and television stations in the areas surrounding nuclear facilities. These stations have agreed to broadcast advisory bulletins to the public. These bulletins, which would advise the public in the affected area what they should do to protect themselves, are in addition to normal news coverage of the accident.



# Emergency Preparedness Canada offers courses

As part of its responsibility to foster emergency preparedness, the federal government provides a comprehensive training and education program at the Canadian Emergency Preparedness College at Arnprior, Ontario. Specialized aspects of emergency planning and preparedness are addressed in seminars, workshops and conferences conducted by Emergency Preparedness Canada.

One of the most important courses is the *Mayors and Elected Officials Conference*. It will assist elected officials to understand their responsibilities for the formulation and implementation of plans to meet emergencies. Those attending get an opportunity to meet and compare notes with their counterparts right across Canada. A very good course.

An abbreviated description of the courses of greatest value to municipalities are:

## 1. Basic Level

*Plans and Operations, Peace.* Using case studies, the theory of planning and operating procedures for the effective direction and co-ordination of emergency operations are covered.

## 2. Intermediate Level (Candidates must have attended a basic level course or the mayors and elected officials course.)

a. *Exercise Design.* Procedures taught will help officials to plan and conduct meaningful and successful exercises.

b. *Emergency Operations.* Covers the practical aspects of organizing and exercising an Emergency Operations Centre including standing operating procedures.

## 3. Advanced Level (Candidates must have attended a basic and an intermediate level course.)

a. *Emergency Site Management.* Develops a candidate's ability to direct, control and co-ordinate operations at the scene of an emergency.

## 4. Other Specialties.

a. *Emergency Health or Social Services Planning.* Covers the methods and resources that are used to plan for, and operate, emergency health and welfare services.

b. *Casualty Simulation Instructors.* Candidates, who are currently qualified as casualty simulators, will be prepared for conducting casualty simulation courses in their home locations.



*Students take part in classroom discussions during training course at the Canadian Emergency Preparedness College in Arnprior.*

## c. *Instructors Special Care Facilities.*

Provides training in emergency planning for special care facilities to candidates who will be responsible for conducting courses in this subject.

Other courses are available also, however, the above list covers those of greatest importance from the standpoint of municipal emergency preparedness.

The good news is these courses are provided free of charge including the travel costs to and from Arnprior and board and lodging, which are paid by the federal government.

The bad news is the strong demand for vacancies which cannot always be accommodated within the allocation of vacancies to this province.

To obtain more information about

the emergency preparedness courses listed under paragraphs 1 and 2 above and to learn how to apply for a vacancy you should contact:

Helen Mitsopoulos at (416) 965-6708.

Applicants seeking vacancies on health or social services related courses should contact either one of the following:

- for health related courses

Richard Gibson

Training Officer

Emergency Care Programs

Ministry of Health

7th Floor, 7 Overlea Blvd.

Toronto, Ontario M4H 1A8

Telephone (416) 963-2634

- for emergency social services related courses contact the nearest office of the Ministry of Community and Social Services.

## Ministry of the Solicitor General

The Honourable Joan Smith, Solicitor General

John D. Takach, QC, Deputy Solicitor General

Dean Paquette, Assistant Deputy Minister, Public Safety

## Emergency Planning Ontario

K.J.W. Reeves, Co-ordinator

J.L. Ellard, Head, Municipal Preparedness

F.B. Ali, Head, Plans and Operations

Mary Cann, Editor

Emergency Planning Ontario

1st Floor

25 Grosvenor Street

Toronto, Ontario M7A 1Y6

Tel. (416) 965-6932

965-6708



# Reading, 'riting and 'rithmetic

The traditional 3 R's of a school curriculum may appear obscure to some in a modern school system, but then such a system is expected to reflect the needs of the community it serves.

Current needs were very much on the minds of 65 officials representing school boards and emergency response organizations who met at the Canadian Emergency Preparedness College in Arnprior for a week in March. The seminar (jointly sponsored by the Ontario Association of

School Business Officials, the Ministry of the Solicitor-General, through Emergency Planning Ontario and Emergency Preparedness Canada) was designed to highlight the need for school boards to develop and exercise emergency plans.

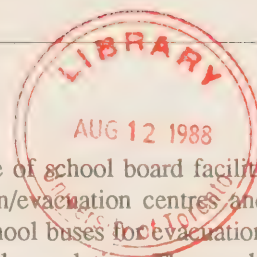
The Ontario elementary and high school population of approximately 1.8 million children represents an emergency preparedness challenge of significant proportion.

Many municipal plans anticipate the

use of school board facilities as reception/evacuation centres and the use of school buses for evacuation of the general population. The need for specific plans for school boards to complement municipal plans is obvious.

As a first step, Emergency Planning Ontario in conjunction with the Ministry of Education has circulated a draft set of guidelines to seminar participants to obtain their input. It is hoped the guide-

*continued on page 8*



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## Emergency Planning News

**Emergency Planning Ontario**

**Spring, 1988**

### Wellington seminar highlights tornado awareness

Each year, an average of 25 tornadoes touch down in Ontario. Some are minor and cause little damage, others such as the tornadoes which struck several communities in central Ontario in 1985, are major and cause injuries and deaths.

March 30 was selected to mark the beginning of the severe weather season in Ontario, and the Ministry of the Solicitor-General, through Emergency Planning Ontario, the Atmospheric Environment Services of Environment Canada, and the Wellington-Dufferin District Health Council launched Project Tornado that day.

Project Tornado, which included a press conference to highlight the onset of severe weather season, and a workshop for emergency planners and municipal officials, was held at the Wellington County Museum mid way between Fergus and Elora.

The workshop was attended by more than 100 elected and appointed municipal officials, police, firefighters, health services and school representatives.

A highlight of the day-long session was a specially-developed video tape, which portrays an approaching tornado,

the event itself, and the aftermath — all from the point of view of a municipal emergency official.

The workshop also included three case studies. "The Warning", led by weather experts from Environment Can-

ada, focussed on how tornadoes form during severe thunderstorms and how they can be forecast and tracked. "The Reaction" and "The Aftermath", led by Emergency Planning Ontario, both fo-

*continued on page 4*



*Barrie was among the Ontario communities which suffered heavy damage from the 1985 Tornado.*



## Co-ordinator's Column

by K.J. W. Reeves

Readers will notice that municipal exercises are given prominence in this issue of the newsletter. The reason is quite simple — municipal emergency plans can best be kept up-to-date and municipal emergency response services can best be trained through regular exercises.

How often is regular, and how elaborate need an exercise be? First of all, any plan which doesn't get dusted off for a year or more, is almost bound to be out of date. Ideally, exercises are the best way of accomplishing this aim.

While the ideal may not always be attainable, it is a worthwhile goal.

Secondly, what kind of exercise? In this ministry we believe you should learn to walk before you run. So the first principle to observe is **simplicity**. Emergencies, real or simulated, will always provide sufficient challenge to give any plan a rigorous test, without the development of complicated and perhaps unrealistic scenarios.

We strongly suggest that initial exercises should take the form of a simple workshop or table-top exercise, which tests alerting, assembly and communications procedures, and gives the Municipal Control Group an opportunity to review its procedures.

The second principle to observe is selection of the **aim** of the exercise. It must be designed to test procedures outlined in the plan and train the participants to work together, which is the third principle of good emergency response — teamwork.

Finally, assistance is available from Emergency Planning Ontario in the preparation and implementation of exercises. This is an area in which we intend to focus our attention during the next several years. It is also an area which is likely to become a mandatory part of planning projects which are submitted under the Joint Emergency Preparedness Program.

So, if you want to ensure your emergency plan is up to date, test it. Or, if you are thinking about preparing a plan, include a simple exercise as part of your project package.

## How the media see it

By Gene Lehto

A little over a year ago, frustrated in part by what the media perceived as a lack of understanding of their role by emergency response workers, and wishing to be seen to be responsible, Ian Glenday of the CBC, then President of the Radio Television News Directors Association of Canada (RTNDA), approached Emergency Preparedness Canada to suggest we explore the possibilities of fostering better trust and co-operation. The idea was to help do their jobs better.

Since that initial move, a Task Group on Emergency Management/News Media Co-ordination has been established, comprising representatives from the RTNDA and federal and provincial officials.

The Task Group met and came up with many suggestions that should have a positive result in improving emergency response in Canada.

The word has gone out via the RTNDA Newsletter that media and emergency response workers are being encouraged to get involved, to meet each other, to exchange telephone numbers, to work together in a spirit of true co-operation.

As many emergency managers depend enormously upon the media to communicate with the public in time of crisis, an understanding of their needs and role is crucial to good emergency response.

Too often the media complain of too little co-operation and information and, too often, the media are seen as part of the problem.

This problem will not go away. In fact, with the increased competition among media outlets (mainly because there are more of them) it will increase, unless "something" is done — now — by both parties.

That "something" makes up a fairly extensive list. However, the longest journey begins with the first step, and I am of the opinion our first must be understanding. Understanding of each other — or our tasks, needs and obligations to the community, among other things.

Such understanding can only be created by first getting to know each other,

and by beginning to trust. Trust is something that is not spawned overnight, but it has to start somewhere.

Once the lines of communication have been opened, both "sides" must be involved in the process.

It has been my experience that this can pose a barrier, as there is some information that can be seen as confidential, and officials are sometimes loath to pass that on to the media. That's well and good.

Without going into any specific order of priority, here is an example of information and assistance that should be openly exchanged.

**From emergency services:** Names and numbers (including residence) of principal players. Direct line numbers into offices, by-passing switchboards which could be jammed.

Invitations to media to planning meetings, especially those that involve policy.

Acceptance of media accreditation.

**From the media:** Names and numbers (including residence) of principal players. Direct (non-public) line numbers into newsrooms.

Outlines of facilities, equipment, personnel, audience served, what we can do.

Tours and information sessions to acquaint "outsiders" with how radio and TV really work.

Having accredited and properly identified personnel who are accountable.

The media should be involved in planning for a disaster. That may sound a little cocky, but if we are involved, and are able to inject thoughts and ideas, as well as information on what we (our respective outlets) can do, understanding is again fostered.

The media should be involved in exercises, not from the standpoint of coverage but actually being involved as if the exercise were the real thing. After-the-fact critiques involving input from both sides can only serve to make the overall situation better...when the real thing comes along.

---

*Gene Lehto is National Vice-President (Radio) of the RTNDA and News Director at CFAC Calgary. His article is adapted from Emergency Preparedness Canada Digest.*



# Mock plane 'crash' in Acton tests Halton plan

It is 5:35 a.m. on a clear morning when an Air Prang DC9 leaves Toronto International Airport bound for Cleveland, Ohio. It carries a crew of four, 110 passengers, mail and couple of containers of freight.

Minutes later, the plane crashes in Acton, leaving a swath of destruction across the intersection of Highways 7 and 25 and ripping out power and phone lines. It spews jet fuel over a wide area, and sets fire to houses in a subdivision. Smoke and flames can be seen for miles. Large pieces of wreckage block streets leading into the area, and jet fuel is leaking into Fairy Lake.

This scenario—and this is an exercise message—provides a major workout of Halton Region's emergency plan.

At 6:00 a.m., Halton Regional Police activate the Region's emergency alerting system, and by 7:00 a.m. (exercise time) the Emergency Control Group is assembled at the Regional Headquarters in Oakville.

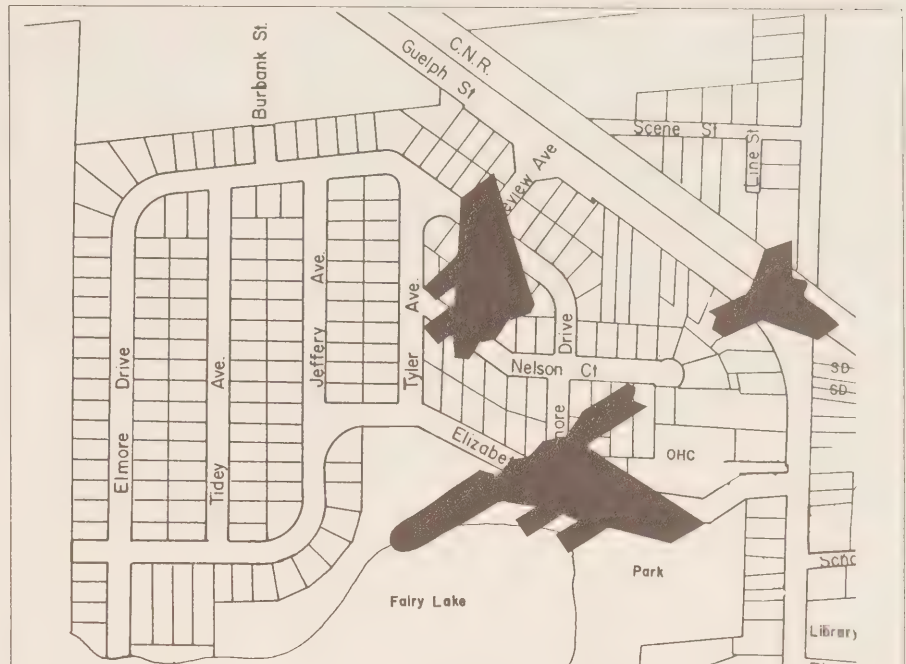
They face a unique and realistic set of problems.

Because of the crash site, with the blockage of a main intersection and the two streets leading into the subdivision, rescue teams have difficulty getting personnel and equipment into the site.

The plane is on fire, as are a number of houses. An evacuation (including a senior citizens residence) is imperative, but how, and how quickly, when the only way out is on foot? What about the handicapped who live in the area? Where are the people going to go, since the subdivision is on the western edge of town, bordering on woods and open country? Routes to potential reception and evacuation centres are blocked.

Manpower is also a problem in the early stages. Police presence in that part of the region at that time of morning is just a couple of cruisers.

Firefighting is also a problem, made more complex by the fact that it is a volunteer force, composed mainly of public works staff who will probably be required to assist with water pumping problems, provision of heavy equipment, and all of the normal works responsibilities. In addition, loss of electricity has affected the pumping stations, and water



*Map of the affected corner of Acton shows approximate position of aircraft "wreckage" and blocked access routes.*

cannot be drawn from the lake which is covered in jet fuel.

Ambulance service in Acton is also staffed by volunteers.

Because of road closures, on-scene officials have difficulty getting from one part of the emergency site to another, and find they have to set up three staging and triage areas, which stretches their resources to the limit.

The news media is on the scene almost at once, demanding to be provided with complete information, and a tour of the crash site. Some media have even found a way right into the site.

Both the Region and the town switchboards light up immediately, with calls from media, from concerned citizens, from the simply curious.

Two hours into the emergency, officials were able to announce that perimeters had been established, evacuations carried out, ground casualties had been taken to area hospitals, and the worst of the fire was under control.

For the exercise, the Emergency Control Group is located in the regional council chambers, with the health and social services group and the public works group in adjacent committee rooms. Various regional staff such as

purchasing, administrative, human resources and legal experts were available as needed, although they remained in their own offices for much of the exercise.

The on-scene command structure is simulated during the exercise, and controls the exercise from the Police Safety Village (where school children normally visit to learn about road safety) which is beside the regional headquarters building.

Local media representatives were built into the exercise from the beginning, and took part in some of the exercise planning and in a training session for regional staff who were tasked as media information officers. During the exercise, they acted as local, national and international media reps.

Other region staffers role-played as concerned relatives of crash victims, area residents, officials from local municipalities and volunteer groups, and a variety of other callers. Their calls were handled by a public inquiries section.

The post-exercise critique highlighted a few places where the plan might be improved, but Halton officials were generally pleased with how well it worked.



# Tornado tips

Environment Canada issues weather watches and warnings when anticipated weather poses a threat to public safety. This information is relayed to the public by radio and television.

## Weather Watches and Warnings

A severe weather **watch** is issued up to six hours in advance to alert the general public that, for a specified portion of Ontario, there is a high potential for dangerous thunderstorm weather, which may be accompanied by a tornado.

A severe weather **warning** is issued to alert the public that severe thunderstorms or tornadoes are imminent in the warning area ie, a severe thunderstorm is in progress or expected to occur within two hours.

A **tornado warning** may be issued to alert the public that a tornado (or funnel) *is occurring* and will strike within the warning area. When a warning is heard, listen for the affected area (announced by county names). People in the warning area should watch the weather closely, keeping in mind that it may be necessary to take cover at a moment's notice

## Tornado Safety Hints

A personal tornado awareness program should include:

- being aware of the weather, knowing the radio or television stations which broadcast up-to-the-minute weather information

- knowing the name by which Environment Canada refers to your forecast region when they issue weather forecasts
- reviewing your plans of action

## When a tornado threatens

1. Stay away from windows, doors and outside walls. Protect your head.
2. For maximum safety, go down to the basement or seek shelter under a stairway or sturdy table, or in a closet.
3. Try to reach the centre of the house or the side away from the storm.
4. Avoid buildings with large areas of unsupported roof, including arenas, barns or supermarkets. If caught in such a building, seek out the lowest floor, an inside hallway or small interior windowless room, or get under something sturdy.
5. If caught in the open, try to determine the tornado's direction of travel and move at right angles to it. If you cannot avoid the storm, find a ditch, ravine or other depression and lie flat. Do not remain in your car. Many people have been killed trying to ride out a tornado in their car.
6. If no shelter can be found, hang on to the base of a small tree or shrub.
7. Remember that damaged and weakened structures, fallen debris, downed hydro wires, and gas leaks are potential dangers after a storm has passed.

## Continuous weather info

Weatheradio Canada is a series of radio stations operated by the weather service of Environment Canada. The stations transmit weather information continuously over VHF-FM radio, and provide up-to-the-minute weather forecasts and reports.

These stations can be picked up on special crystal-controlled receivers which are available at radio specialty stores for a cost of approximately \$70. The radios are usually equipped with warning devices which are activated by signals broadcast by Environment Canada. These devices cause the radio to turn on automatically, to emit a loud tone signal and/or a flashing light to alert listeners to a weather warning, followed by a continuous broadcast.

In Ontario, broadcasts are made from Toronto's CN Tower and a repeater station near Collingwood, and in Ottawa. Frequencies are: Toronto, 162.475 MHz,

Collingwood 162.400 MHz, Ottawa 162.400 MHz.

Weatheradio facilities are coming soon to Thunder Bay, Sault Ste Marie and Windsor.

Emergency officials in the serviced areas are encouraged to purchase a Weatheradio receiver, and leave it in a location which is staffed around the clock.

## Tornado seminar

*(continued from page one)*

cussed on emergency activities during and after a tornado. For the Wellington County seminar, special maps were produced, depicting the paths of simulated tornados as they touched down in various areas of the county.

After the video and the case studies were presented, the workshop concluded with a discussion on preparedness within the county, led by the District Health Council.

Prior to the launch of Project Tornado, Ontario Solicitor General Joan Smith wrote to the head of each of the province's 839 municipalities, urging them to review the state of emergency planning in their municipality, and to inform citizens of the protective meas-

ures they should take in the event of a tornado.

As part of the publicity campaign, news releases and background information on tornado protection and emergency planning were distributed to all news media in the province.

The Project Tornado workshop will be given again in Sarnia on May 10, under the auspices of the City of Sarnia and Lambton County industries, involved in the Community Awareness Emergency Response Program from the chemical industry.

It is also available to other counties or regions which would like to take advantage of it. Please contact Jim Ellard at Emergency Planning Ontario, at (519) 965-6708.



# New improvements in telephone alerting systems

The emergency alerting system is probably the single most important component in the implementation of a municipal emergency plan, yet it receives little or no attention for training and testing in most municipalities.

Through the activation of the emergency alerting system, municipal officials and emergency service managers are brought together to co-ordinate the efforts required to deal with a major a municipal emergency or occurrence.

Should the alerting system be carried out improperly or in an incomplete fashion, the community immediately puts itself at a disadvantage in dealing with the situation.

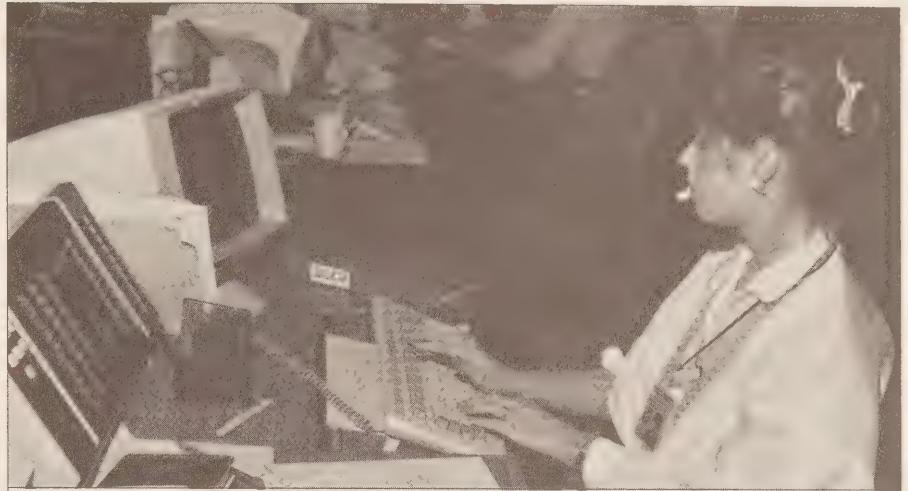
Within the Regional Municipality of Halton, a community of approximately 280,000 residents, the Halton Regional Police Force is responsible for undertaking the emergency alerting within each local municipality and at the regional level.

This responsibility is outlined in the region's emergency plan and the local emergency plans within Halton's four municipalities.

During 1987, the Halton Regional Police Force tested the emergency alerting systems on five separate occasions, with each test resulting in recommendations for improvement. These recommendations have been summarized for the benefit of other municipalities who may wish to improve their emergency alerting system procedures.

1. It has been suggested that the appropriate section of each plan that contains the names and telephone numbers of members of the control group be placed on **coloured sheets of paper**. This simple recommendation will allow police communications staff, or any other person responsible for conducting the call-out, to readily identify the appropriate section of the emergency plan.

2. The **first names** of all primary and secondary members of the control group should be identified in the emergency plan. This positive identification will assist the person conducting the call-out to contact the appropriate member of the



*Debbie Tate, a communicator with Halton Regional Police Force, updates alerting system telephone numbers.*

control group. This is particularly important where the member of the control group has a common last name. Example — Graham Smith instead of G. Smith.

3. Should a **telephone exchange** for a member of the control group be outside of the local exchange area, it is recommended that the name of the city or town and the area code be placed next to the person's name. This will allow the person conducting the call-out to readily identify the appropriate number, should a long distance call be required. Example: Graham Smith (416) 878-2511 (business); (519) 432-6177 (London - residence).

4. Should a member of the control group not wish to reveal his or her unpublished residential telephone number in the emergency plan, a **confidential call-out list** should be retained by the person(s) responsible for conducting the emergency alerting system. This confidential list should contain all telephone numbers for control group members, including unpublished numbers.

5. Local municipalities should consider purchasing or **leasing pagers** for all members of their respective control groups. The members of control group form a key part of the municipality's emergency response, and the inability to contact members of the control group through the telephone system could seri-

ously hamper the response capabilities of the municipality during an emergency.

The recommendations were developed based on the experiences of the Halton Regional Police Force in testing the emergency alerting systems within the Region of Halton.

Individual requirements for municipalities across the province may differ, depending upon local requirements and alerting procedures. Regardless of these differing local requirements, all municipalities will benefit from regularly testing their respective municipal emergency alerting systems.

*Emergency Planning News is grateful to Tim Fredo, Planning Supervisor, Halton Regional Police Force for supplying this information.*

## Brochures francophones

Le guide de la planification et des opérations d'urgence à l'intention des municipalités ainsi que la brochure intitulée programme conjoint de planification d'urgence sont maintenant disponibles en version française.



# Computer tracks 'chlorine cloud' in exercise

A cloud of deadly chlorine gas pouring from a ruptured tanker at the Du Pont chemical plant at Maitland had emergency officials on both sides of the Canada-U.S. border gearing up to respond to a major emergency in November.

It was all part of an international exercise, designed to test procedures in Augusta Township (just east of Brockville), and Ogdensburg, N.Y., which borders the St. Lawrence River just five miles from the chemical plant.

The sponsors of the exercise belong to a joint committee of officials from many communities, brought together by the Canadian Chemical Producers Association CAER program.

The exercise, which was controlled from an operations room in the plant, used a computer package to predict the time and location of the chemical plume. Du Pont experts programmed a "worst case scenario" into their SAFER (Systematic Approach For Emergency Response) computer.

A number of chemical plants have the SAFER system in place, programmed with detailed information on the chemicals they store or handle, along with computerised maps of their adjacent communities. In the event of an actual or simulated leak or spill, they can enter the chemical involved, quantities released, wind speed and direction, and quickly predict the spread of the plume.

The exercise began with a slow leak from a faulty valve on a rail car, which resulted in Du Pont initiating its in-plant emergency procedures and notifying the OPP and Augusta township officials.

Based on the "worst case scenario", it was determined that the neighboring town of Prescott, the Canadian Coast Guard, and Ogdensburg police should also be advised.

Augusta Township activated its emergency plan, and set up its Emergency Operations Control Group (EOCG) in the fire hall. Meanwhile, Ogdensburg, N.Y. also activated its Emergency Operations Centre (EOC).

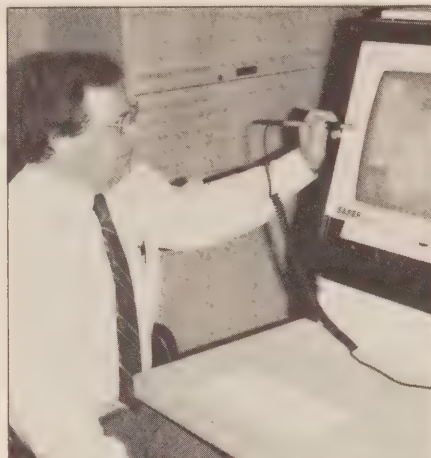
The exercise went its course, with evacuations, casualties, closure of the St. Lawrence Seaway, news media interest, and all the activities that would take place

in a real emergency.

An important and unusual aspect of this exercise was the removal of the "scene" from the control of the affected municipalities. In this case, there was a need for technical expertise at the scene

to stop the leak, and this was handled by plant personnel, backed up by the local fire department. The real problems, which had to be dealt with by the EOCG, were occurring downwind.

At the exercise de-briefing, several key areas which need improvement were brought out. The EOCG realized that it had too many people in its HQ, resulting in unnecessary noise and confusion. Many response personnel need to be handy for consultations, but need not be located in the same room except when required. An ideal executive group includes about five key advisors — head of council, police, fire, ambulance, plus someone to keep notes and co-ordinate.



*Steve Lauridsen from DuPont Canada enters new data in the SAFER computer used to project the spread of the chlorine during the exercise.*

Health, engineering, social services representatives can be located in an adjacent room and use their specialist skills to support the operation.

The EOCG also realized the need for an information centre, to get information to the media and to the public, and to get news media out from under foot in the emergency room.

Also noted was a need for more telephone lines, and the amateur radio group noted their need for a better aerial to improve their range.

Last but not least, nobody remembered to tell the Coast Guard that the exercise had ended! They had stopped an imaginary ship in

the seaway, and in theory all traffic remained at anchor well after the exercise had ended.

Exercise participants went away eager to rework some aspects of the plans while the exercise was still fresh in their minds.

## Stien K. Lal

## New Deputy Minister appointed



**Stien K. Lal**

Ontario's new deputy solicitor general is Stindar (Stien) Kumar Lal, who took over the post on March 21.

He succeeds John Takach, who became a judge of the

provincial court in Brampton following two and a half years as deputy solicitor general.

Mr. Lal received his law degree in London, England, and has been called to the bar in England, India, Nova Scotia and the Northwest Territories.

Prior to joining the ministry, he was general counsel and acting secretary-general of the Canadian Human Rights Commission in Ottawa. He was formerly the deputy minister, Department of Justice, Northwest Territories and legal counsel to the Executive Council of the Northwest Territories.

Mr. Lal, 45, was born in Tanzania, and came to Canada in 1974 after practicing private law in India.



# Kingston township exercise tests emergency plan

Exercise "Autumn Leaf" was the first practical exercise conducted by Kingston Township, and exercise director Tom Pickard has concluded that much was learned.

The exercise was based on a collision between a school bus and a chemical tanker, and resulted in a hazardous chemical leak, a fuel spill, and numerous casualties. The exercise scenario necessitated a response not only by fire and police, but by the Emergency Control Group and the various agencies such as the Spills Action Centre and the Red Cross which provide emergency services when called upon.

The date of the exercise was announced in advance, but the time and the location were kept secret until the "accident" was reported to the Township Police.

Students from Frontenac Secondary School were made up as realistic casualties. Once they were treated and cleaned up, the students also played the role of evacuees from the area adjacent to the site.

The exercise started with a call from the simulated accident scene to the Kingston Township police. They alerted the township fire department, who arrived two minutes after the first police car. Shortly thereafter, the fire chief instructed the dispatcher to alert members of the Emergency Control Group who immediately reported to the Emergency Control Centre.

Ambulances also reported to the site, set up a triage area, and had all casualties removed to "medical facilities" within an hour. (Actual medical facilities were not tested during this exercise.)

Several potential problems came to light during the exercise. Recommendations included the need to develop an identification system for emergency personnel and vehicles; the need to seek information on the spilled chemical from a single source; and the need to enunciate in the emergency plan the agency which will accept responsibility for overall management at the scene, until a manager is formally appointed by the Emergency Control Group.

The post-exercise critique also indicated a need to amend the plan to include



*Students acted as "casualties" during Kingston township exercise.*

a section describing communications capability and the mechanics for using amateur or CB radios. The critique also showed a need to look at a plan to establish and maintain an emergency information centre.

In the interim, the township plans to replay this exercise as a "tabletop" model, to reinforce the lessons learned, and to stage other tabletop exercises, with another field exercise to be conducted during 1989.

## Nuclear emergency planning

The Ministry of the Solicitor-General is continuing in its efforts to increase and improve the level of nuclear emergency planning and preparedness in the province.

Work is continuing on the site specific parts of the Provincial Nuclear Emergency Plan, the guiding document for dealing with a nuclear emergency affecting Ontario public safety. A draft of the Part VI Plan, dealing with a nuclear emergency affecting the Essex County area, has recently been issued and work is currently underway to finalize those parts of the plan dealing with emergencies at the Bruce Nuclear Power Development and the Pickering Nuclear Generating Station.

In addition to the preparation of provincial plans, Emergency Planning Ontario offers advice and assistance to affected municipalities in the preparation of their local municipal plans which would be activated in the event of a nuclear emergency.

The province established two work-

ing groups following the accident at the Chernobyl nuclear power plant in April 1986. Working Group #8 was formed to review the level of nuclear Emergency Planning and preparedness in Ontario, while Working Group #9 is examining the handling and treatment of persons exposed to high radiation doses in the event of a nuclear accident. Both working groups will report early this summer.

Preparations are underway for Exercise FERMI 88, a full scale municipal emergency response exercise based on a simulated accident at the Enrico Fermi 2 nuclear power plant in Michigan, near from Essex County. The exercise will involve participation by municipal and county departments, local police forces, and the school board. The aim of Exercise FERMI 88 is to test the Essex Municipal Nuclear Emergency Plan and the organizations, procedures and arrangements set up under it. An additional benefit is the valuable training experience it will provide to its participants.



# JEPP funds

By Jim Ellard  
Head, Provincial/Municipal  
Emergency Preparedness

We have just finished wading through small mountains of paper.

One mountain consisted of JEPP applications for this year, another of JEPP claims from last year. Long before you read this article, 129 different municipalities will have received letters explaining how their application fared in the increasingly tough competition for JEPP funds. Also, those municipalities awaiting payment of their claims from last year will be pleased to know that all were received in federal government hands before the deadline. Your cheques? Well, they will appear in due course.

You may already know that we start at the beginning of each year with \$1,900,000 allotted by the federal government for the whole of Ontario. However, from past experience we know there will be cancellations and project deferrals which will have to be carried forward from one year to the next. As a result, we apply a factor of 15% and approve proj-

## Reading

*continued from page one*

lines will result in a document which will assist a board and/or a school prepare a plan and exercise that plan. Emergency Planning Ontario will offer assistance to boards that wish to both develop and exercise a plan — much as it does now for municipalities.

A parallel program undertaken by Emergency Preparedness Canada and the Ontario Ministry of Education has contracted to produce a resource package for distribution to the province's schools. The intent is to make students aware of the need for, and existence of emergency preparedness and their individual responsibilities.

Should the program prove successful the remainder of the province's schools will have received their resource packages through teacher workshops during the next two years. It is then intended to offer the package to all other provinces.

ects totalling roughly \$2,185,000.

This was done last year and we approved municipal projects in the total amount of \$2,159,106. You can imagine then our concern when we received claims for only \$1,773,921. The net result is \$ 126,000 of unrealized potential, which hurts — especially among those municipalities who were turned away at the outset for the lack of funds. That was bad news indeed.

This year we received applications for 201 projects before the February 1st deadline (and many more after the deadline that are not yet processed). Knowing our limitations we approved 122 municipal projects and 7 provincial projects for a total commitment of \$2,152,013 in JEPP funds. Given a carry-over of 16 projects from last year worth \$ 406,202 we feel confident that next year we will see claims that will fully expend the \$1,900,000 this has been allotted. That's good news!

More bad news is that 34 municipalities with 79 projects that had to be turned down. The statistics tell the tale more clearly in Tables 1 and 2.

Its not too soon to start thinking about next year. We will review our guidelines and procedures and, time permitting, we would like to revise and republish our

**Table 1 - Fiscal Year 1987/88**

Initial allocation for municipal projects	\$ 1,900,000
Supplementary allocation for provincial projects	\$ 183,802
Sub-total	\$ 2,083,802
Claims processed for municipal projects	\$ 1,773,921
provincial projects	\$ 183,802
Sub-total	\$ 1,957,723
Unclaimed	\$ 126,079

**Table 2 - Fiscal Year 1988/90**

Number of Municipal Projects	JEPP Funds Sought
Submitted: 201	\$ 2,712,957
Approved: 122	\$ 2,015,438
Not Approved: 79	\$ 679,519

JEPP booklet. One of the two changes that will be made as a result of federal government intervention will see the federal share of most projects reduced from 50% to 47.5%. The following year it will drop a further 2.5% to 45%.

Also, in an effort to lower the level of frustration and wasted effort, we will publish a list of the types of projects which should not be submitted for consideration in the future. These are the types of project which are prohibited by federal direction or which receive a very low score in our merit rating system. More about this in a later newsletter.

**Ministry of the Solicitor General**  
The Honourable Joan Smith, Solicitor General  
Stien K. Lal, Deputy Solicitor General

**Emergency Planning Ontario**  
K.J.W. Reeves, Co-ordinator  
J.L. Ellard, Head, Provincial/Municipal Preparedness  
F.B. Ali, Head, Nuclear Emergency Preparedness

Mary S. Cann, Editor

1st Floor  
25 Grosvenor St  
Toronto, Ontario  
M7A 1Y6  
Tel (416) 965-6932  
965-6708

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# On the road again ...

The tornado video, the emergency planning display, and the staff's luggage had a workout during the spring and summer. Emergency Planning Ontario took part in seven emergency planning workshops around the province.

The spring issue of Emergency Planning News highlighted Project Tornado, a workshop for emergency planners and municipal officials in Wellington County.

The Ministry of the Solicitor General,

through Emergency Planning Ontario and the Atmospheric Environment Services of Environment Canada, took the same package to Sarnia, Middlesex County, the United Counties of Stormont, Dundas and Glengarry, and to a Management of Emergency Situations seminar at the Ontario Police College in Aylmer.

In Sarnia, the Chemical Valley Emergency Co-ordinating Organization (CVECO) brought together representa-

tives from industry and Lambton County municipalities. As Emergency Planning Ontario staff arrived in Sarnia the day before the workshop, a severe weather warning was being broadcast for the area. No tornado developed, but it did rain — while staff were walking to dinner with the weathermen.

The Middlesex County workshop, held in the Coldstream Community *continued on page 3*



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## Emergency Planning News

Emergency Planning Ontario

Fall 1988

# St. John Ambulance is ready to respond

A funny thing happened on the way to Jerusalem.

Even before the King declared an emergency, the St. John Ambulance was there. (Mind you, this was during the Crusades in the 12th century, before the emergency legislation came into effect.)

Leaping eight centuries forward, volunteers from St. John still turn out to assist at emergencies.

In Ontario, more than 3,500 volunteers, equipped with 130 mobile first aid posts including trailers, snowmobiles and 4-wheel drive vehicles, are ready to respond.

Many of these first aid posts can be converted to transport casualties, and one (located in London) is equipped as an illumination vehicle. As well, some of the vehicles are radio-equipped, and St. John has its own frequency.

Uniformed St. John first-aiders have assisted at such major emergencies as the Noronic fire in the Toronto harbor, a major crash near the Toronto airport, Hurricane Hazel, the Mississauga derailment, and the Barrie tornado.

In Barrie, the tornado narrowly missed

their own building, and they were on the scene almost before it happened. As well as immediate help to tornado victims, they were active during the clean-up, administering first aid to the workers cleaning up

the debris and making repairs.

In Mississauga, 40 of their vehicles were used to evacuate special care facilities. After the air crash, they had the grisly *continued on page 7*



*St. John Ambulance vehicles and staff are ready to respond to an emergency.*



# Co-ordinator's Column

by K. J. W. Reeves

Canada has a strong tradition and distinguished history of "volunteerism" and nowhere is this more evident than in the field of emergency preparedness.

This issue of Emergency Planning News devotes considerable space, therefore, to the role volunteer agencies play in emergencies, and how their expertise and resources can be used to enhance municipal emergency response.

It is quite accurate to state that no municipality, large or small, can respond most effectively to an emergency without the support of volunteers.

It follows, then, that municipal emergency planners must include volunteer capabilities at an early stage of the planning process.

They must identify and agree upon specific tasks, under the control of a municipal agency. For example, Social Services is a natural affiliation for volunteers involved in evacuations.

It is important when using volunteer agencies, to obtain a clear understanding of their capabilities. If they have a weakness, it is sometimes an over-abundance

of enthusiasm. Sometimes their grasp will exceed their reach! It is vital to the emergency response effort that volunteers are able to deliver on their promises. Better to agree on a reduced role, than one which is too ambitious.

Who are these volunteers? Well, they include the Red Cross, St. John Ambulance, the churches, service clubs, youth organizations, amateur radio operators, just to name a few. They exist in every community, however small; they command an infinite variety of skills and knowledge, and their dedication and devotion to duty is legendary.

Finally, the role of the volunteer is limited only by the imagination and resourcefulness of the planner.

Planners must be vigorous in the pursuit of this vast resource of skills, employ them intelligently, and offer them due recognition before, during and after the emergency.

They will serve you well, and contribute significantly to the success of municipal emergency response. ●

# The Five-Year Plan

By K. J. W. Reeves

The reorganization of Emergency Planning Ontario, described elsewhere in this newsletter, provides an appreciable opportunity to re-assess where we are going in the next five (or fewer!) years. The past few years have seen the establishment of our office, the introduction of the Joint Emergency Preparedness Program, the encouragement of municipalities to develop emergency plans, the development of a new nuclear emergency plan, and starting in March of this year, the first of a series of emergency seminars for regional and county officials.

This is far from complete, but it illustrates the diverse areas we have been attempting to cover. The current positive awareness in Ontario of the need for emergency preparedness indicates that we have enjoyed some measure of success.

However, some 45 per cent of our municipalities are without plans, although 84 per cent of the population lives in municipalities with plans. Perhaps more disturbing is the fact that only about 10 per cent of municipalities with plans have shown any inclination to test them, thus ensuring that their plans will quickly become out of date.

To counter this trend, it is our intention to concentrate on municipal and eventually provincial level exercises over the next few years. The goal is eventually to have every municipal plan tested in some form every year.

This is an enormous task, and we are not sure yet how to best accomplish it.

However, one new staff member will be conducting a study over the next six months to determine how to accomplish our aim.

We will also be studying the requirement to conduct other forms of training that will supplement municipal efforts to enhance their levels of emergency preparedness.

We will continue to focus attention on those municipalities which, for various

*continued on page 8*

## Nuclear preparedness

The addition of new staff to the Nuclear Emergency Preparedness section will enable a significant increase in the level of nuclear planning and preparedness.

Work has begun on the Part VII Provincial Nuclear Emergency Plan — the site specific plan for the Darlington Nuclear Generating Station. We have been working with the Region of Durham to finalize background planning data.

NEP staff has also been meeting with municipal officials in the Renfrew County area (surrounding the Chalk River Nuclear Laboratories) and in the Bruce County area (surrounding the Bruce Nuclear Power Development) to finalize planning and operational arrangements.

Provincial Working Group #8, which was established by the province to review the level of nuclear emergency planning

and preparedness in Ontario, presented its report this summer to the Ontario government.

The report has been circulated to all affected federal and provincial ministries & agencies, affected municipalities, and to individuals and organizations who made submissions to the working group.

The Ministry of the Solicitor General, following a review of all comments received, will finalize its recommendations and forward them to Cabinet for a decision.

Provincial Working Group #9 was set up to examine the handling and treatment of persons exposed to high radiation doses during a nuclear accident. A draft of their report has been prepared and their recommendations are expected to be finalized by the end of the year. ●



# On the road again ...

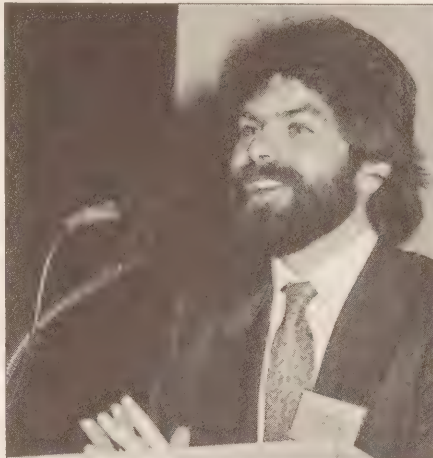
*continued from page 1*

Centre, drew a group of 103 heads of council, councilors, municipal staff, school boards, social services, police, fire and ambulance, along with Bell Canada, CP Rail and Ontario Hydro.

The United Counties drew a similar group to the Finch arena for their workshop. Representatives from 15 municipalities were present, including municipal, police, fire, hospital and social services representatives.

Emergency Planning Ontario staff also used the video as part of their presentation to the group assembled in the District of Parry Sound. This workshop included a round-up of the facilities and equipment available locally through such provincial agencies as the Ministry of Northern Development and Mines, Ministry of Natural Resources, Ministry of Health, Ministry of the Environment, and the Ministry of the Solicitor General through both the Ontario Provincial Police and Emergency

Planning Ontario. A representative of the Canadian Coast Guard outlined the resources they could make available in the



*Jim Whaley, Assistant Executive Director of the Wellington-Dufferin District Health Council, chaired the Project Tornado seminar in Wellington County.*

event of an emergency, and the manager of the local radio station outlined how the public can be alerted.

It was the first time that the municipalities had all the possible players in one room, and were able to itemize the assistance which could be available to them in an emergency. They tape-recorded each speaker, and from the tape were able to produce a resource list.

Ross Archer, Mayor of Barrie, also joined the Parry Sound workshop, to talk about some of his experiences during the tornado, and to highlight the need for each municipality to have an emergency plan.

Rounding out their travels, Emergency Planning Ontario staff conducted a seminar for the Ontario Police Forces Planning Association at the Ontario Police College.

Project Tornado, or workshops tailored to local needs (such as dangerous goods incidents, floods, or other topics), can be made available to other counties or regions which would like to take advantage of it. Please contact Jim Ellard at Emergency Planning Ontario, at (416) 665-6708. ●

## Volunteers not liable

A number of questions have been asked recently about the protection from liability for volunteers who may be asked to respond in an emergency situation.

Some municipalities, citing the provision of the Emergency Plans Act that protects municipal and other government officials from liability, have asked if the same provision could also be extended to volunteers. A related issue is a suggestion, advanced by the Propane Gas Association, for the introduction of Good Samaritan legislation.

Such legislation is intended to protect a volunteer (or Good Samaritan) without imposing any duty or obligation to respond.

Similar considerations have led to discussions of the same topic in other provinces and by the federal government. At this stage, we cannot state precisely what Ontario's position will be in all of this.

However, our initial investigation does not indicate the need for a great deal

of concern. Legal counsel has advanced the view that common law provides adequate protection for volunteers. It has been suggested that the "law of the volunteer" in Ontario is basically that no liability attaches to an act or omission of a volunteer unless that act or omission can be said to be grossly negligent to the point of fool-hardiness.

In other words, a volunteer would practically have to be found pouring gasoline on the fire before a court would find against him or her.

Without question, there will be much more discussion before this issue can be laid to rest.

In a 1987 report prepared for Emergency Preparedness Canada, the author identified three basic issues which constitute the problem as a whole:

- the duty to render assistance;
- the potential liability of the Good Samaritan if things go wrong;
- rights of compensation if the volunteer sustains injuries or losses.

If you have a strongly held point of view or simply wish to offer a comment, please let us know. We will enter your input in any future discussion of this matter. ●

*May 1989*

## TDG meeting

The conference "Dangerous Goods Emergency Response '89" is now scheduled to be held in Halifax, N.S. on May 16-18, 1989. This major international conference, which follows on from the highly successful "ER '86" conference held in Vancouver in September 1986, is sponsored by Transport Canada in co-operation with Environment Canada, and is presented by the Canadian Chemical Producers' Association.

The three-day conference will cover such aspects of dangerous goods emergency response as: emergency site management, communications, training, testing and evaluation, risk assessment and hazard analysis, and awareness. For more information on this conference, call Graham Creedy at (613) 237-6215. ●



# Volunteers are trained, available

By Bernie McKeever

Volunteer Chairman Ontario Division Emergency Services

The volunteer sector is alive and well in Ontario. There will be few readers of this article who do not have an affiliation with a volunteer organization through a church, a charity or a service group. Volunteers are a valuable community resource. Consider the volunteer support required to run a United Way campaign and the volunteer contribution to the success of the Calgary Winter Olympic Games. Volunteers can, with training and co-ordination, provide a large and effective workforce to assist authorities in emergency response.

The Canadian Red Cross Society is one of Canada's oldest volunteer organizations. For more than 10 years, the Ontario Division of the Society has worked with the Ministry of the Solicitor General in training volunteers in many Ontario communities to provide assistance to the authorities in times of emergency.

Consider recent public reaction and concern to the news of PCB storage sites following the evacuation of 3,500 people from Ste. Basile de Grande, Que. This potential for toxic chemical spills and leaks is resulting in municipal officials deciding on mass evacuation. Mass displacements of people following emergencies are becoming commonplace.

The Ontario Division of the Canadian Red Cross Society has developed a program to train volunteers in response in the event of an emergency. All volunteers are encouraged to attend a one-day introduction to emergency services. Volunteers learn about the Red Cross, the basic provision of emergency relief and the relationship between the Red Cross and government and other agencies.

Red Cross Emergency Services provides a large number of trained volunteers, an instantly recognized symbol and a well-established reputation dating back to legendary Ontario emergencies such as Hurricane Hazel. Red Cross relief is supplementary to aid provided by govern-

ment and other agencies. In a time of mass disruption caused by major natural or man-made emergencies, it is frequently necessary to marshal all available resources. In municipalities where there is a Red Cross branch, often the Red Cross is "written into" or has a specified part of the community emergency plan.

The emergency services provided depend upon local needs and resources. Red Cross workers can perform five basic tasks during an emergency. They feed victims and relief workers, establish or arrange emergency shelter, provide clothing and bedding, and transportation. The Red Cross specializes in registering the location of victims and answering the inquiries of concerned friends and relatives.

The effectiveness of a volunteer agency depends upon planning with the authorities before an event. In the Mississauga emergency Red Cross worked with Peel Regional Police as part of the emergency plan. The Red Cross assumed the key role of co-ordinating all volunteer organizations. Evacuees who couldn't get to friends or relatives spent up to six days in one of 15 evacuation centres. The Red Cross ran 14 of the centres and, for many, volunteers made life in the crowded centres bearable. Red Cross workers handled more than 10,000 inquiries on evacuated residents as well as thousands of questions on everything from donations to pet care.

Lessons from Mississauga proved useful when a tornado struck Barrie in May 1985. As residents emerged from their shattered homes, the Barrie emergency plan was going into operation like clockwork. As municipal authorities converged on flattened neighborhoods, the Red Cross mobilized, to feed rescue and clean-up crews during an operation that continued for weeks afterwards.

The Red Cross set up four emergency shelters to feed and house victims. A net-

work of radio operators of the Canadian Radio Relay League allowed Red Cross communications despite jammed telephone lines. Red Cross workers at both Barrie and Toronto registered victims and answered more than 9,000 inquiries.

In July 1987, when a tornado struck Edmonton, Alberta, the Red Cross was galvanized into a massive relief effort. For more than a week, volunteers worked in Edmonton and received backup support from Red Cross branches in Toronto, Winnipeg, London and other centres as relatives and friends sought contact with and reports on the victims of the storm. During the emergency more than 11,000 inquiries were handled at the rate of 200 to 300 calls per hour.

The Red Cross network across Ontario has access to a large cadre of effective volunteer workers. Each year, Red Cross volunteers are offered training as senior response personnel. Graduates of the Level 2 Emergency Services training provide volunteer leadership at a local level to plan for emergency response, organize volunteers within the branch, and link with local authorities and organizations. Effective linking with the municipality and the province is emphasized to ensure that service is not duplicated by several agencies, but that immediate relief needs are met. Red Cross training in emergency response is supported by funding from the Ministry of the Solicitor General.

When an emergency does happen, disruption and suffering can be minimized through organized and capable response. The Canadian Red Cross Society is committed to work effectively with all components of our communities to meet its mandate for "the provision of emergency help, on an unconditional and impartial basis, whenever and wherever human need for protection and assistance exists because of a natural disaster or conflict."



# Emergency Planning Ontario Organization Chart

## Co-ordinator

<u>Provincial/Municipal Preparedness</u>	<u>Nuclear Emergency Preparedness</u>	<u>Public Information</u>	<u>Administration Services</u>
Provincial Emergency Preparedness	Provincial Nuclear Emergency Plan	Newsletter	Finance
Municipal Emergency Preparedness Program	Provincial Nuclear Emergency Preparedness	Workshops & Seminars	Human Resources
Joint Emergency Preparedness Program	Training & Exercises	Media Relations	Purchasing
Training & Education	Public Education	Exercises	Clerical Services
Line Load Control	Liaison with Federal & Transborder Depts.		Employment Equity
Liaison with other jurisdictions			Freedom of Information
			French Language Services

## *Emergency Planning Ontario*

# New structure, staff, enhance capability

Emergency Planning Ontario has realigned its organization, and added six new staff members, to enhance its ability to meet the need for provincial, municipal and nuclear emergency planning.

The Provincial/Municipal Preparedness section, headed by Jim Ellard, replaces the former Municipal Preparedness section. As well as assisting with municipal plans and exercises, the section will formulate and maintain provincial plans and procedures for emergencies in which the Ministry of the Solicitor General takes the role of lead ministry; co-ordinate plans with other ministries; develop a Provincial Emergency Plan, and participate in exercises at the national and provincial levels.

A new position in the Provincial/Municipal Preparedness section is that of training and education officer. Initial emphasis will be on identifying training goals and objectives, together with planning the delivery of a provincial training program.

Administration of the Joint Emergency

Preparedness Program (JEPP) and Line Load Control remains with this section, as does selection of candidates for training courses at the Canadian Emergency Preparedness College in Arnprior.

Three new staff members will join the section early in October.

In the reorganization, the Nuclear Emergency Preparedness section replaces the former Plans and Operations section. This change is indicative of the importance the province attaches to nuclear emergency planning and preparedness. Headed by F.B. Ali, the new section is responsible for the development and maintenance of the Provincial Nuclear Emergency Plan and the implementation of the Provincial Nuclear Emergency Preparedness program. This involves working closely with and assisting municipalities near nuclear facilities in developing their plans and preparations for dealing with a nuclear emergency.

This section will also work closely with Ontario Hydro in developing the technical basis for nuclear emergency

management. A senior scientific officer will join the section to work in this area.

The Nuclear Emergency Preparedness section will be responsible for the public education programs around nuclear facilities, and for nuclear training and exercises. In these activities also, it will function in close concert with municipalities.

The section also maintains liaison with federal and U.S. authorities dealing with nuclear matters.

To carry out all these functions, a senior scientific officer, two operations officers and a senior planner have joined the section.

Emergency Planning Ontario's public information services remain responsible for the semi-annual Emergency Planning News, media liaison, and will continue to participate in workshops and seminars.

The administration services section deals with finance, human resources, purchasing, clerical services, employment equity, freedom of information and French language services.



## *Demands exceed supply of funds*

# Change in cost-sharing for JEPP

In earlier years, it was possible to obtain Joint Emergency Preparedness Program (JEPP) funding assistance for some types of projects that do not now merit approval. There is a reason for this change — the demand for funding assistance now greatly exceeds the supply of funds.

Marginal projects that once were approved cannot now be considered. A change in JEPP guidelines is in order.

Also, the federal authorities have directed a change in the JEPP cost-sharing arrangements. Beginning on April 1, 1989, the federal share of any project will be reduced from 50 per cent of the cost of a project to 47.5 per cent. In the following year, beginning on April 1, 1990, the federal share will be reduced further to a maximum of 45 per cent.

It is important to note that this change will not reduce, by even a penny, the total amount the federal government will contribute to the province.

Each year \$1.9 million will continue to be made available. However, the funds will be spread a little more thinly to achieve the federal objective which is to

enhance the national emergency preparedness capability.

Obviously, the more projects that are initiated and funded under the terms of the JEPP program, the greater will be our capacity for responding to emergencies of all types.

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### **Please ensure applications arrive at Emergency Planning Ontario before February 1, 1989**

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Given the number of applications which are being received each year, we feel the need to provide some additional guidelines to reduce the frustration that inevitably arises if a project cannot be approved. Accordingly we would like to make you aware of the following considerations:

#### **Projects which cannot be approved:**

- first aid training
- cardio-pulmonary training (CPR)

- 911 systems
- other projects which are considered to be a "normal" responsibility of a municipality, eg; firefighting, law enforcement, ambulance service, etc.
- replacements for worn or obsolete equipment
- erection or modification of buildings or other real estate projects
- office furniture.

#### **Projects which are unlikely to be approved because of other, higher priority projects:**

- training towers
- breathing air re-charging systems including compressors, cascade systems, etc, and
- small scale projects such as a single item of equipment, hand tool or portable radio that would not contribute significantly to a higher level of emergency preparedness.

#### **Projects to be given priority**

This is an opportune time to outline the types of project which receive a high merit rating and toward which the majority of funds have been directed:

- the formulation of emergency plans
- the staging of exercises to test plans and other emergency preparedness arrangements
- training
- communications systems
- rescue vehicles and emergency response equipment
- emergency operations centres (mobile and fixed installations)
- emergency electrical generating systems
- computer equipment and programs for emergency management purposes
- siren alerting systems

Other types of projects not listed above, may also be approved. It is also important to remember that all applications should clearly state how a project will enhance the level of emergency preparedness, which, you are reminded, is the principal federal objective of JEPP. ●

## **Emergency Planning Ontario**

Co-ordinator — Ken Reeves

### **Provincial/Municipal Emergency Preparedness**

Head — Jim Ellard  
Senior Planning Officer - Provincial  
Wayne Brocklehurst  
Senior Planning Officers - Municipal  
Maureen Griffiths  
Randy Reid  
Training and Education Officer  
Mary Cann

### **Administrative Services**

Manager - Eleanor Patterson  
Helen Mitsopoulos  
Gail Tandy  
Diane Daly  
Paulette Simpson

### **Nuclear Emergency Preparedness**

Head - F.B. Ali  
Scientific Officer  
Aadu Pilt  
Senior Planning Officers  
Kathy Bleyer  
Margaret DeGrace  
Senior Operations Officers  
Ifti Ahmed  
Malcolm Scott

### **Public Information Services** Ministry of the Solicitor General Communications Branch



# Nuclear exercise tests Essex plan

Enrico Fermi 2 is a nuclear power plant located in Monroe, Michigan, across the Detroit River from Essex County. Portions of the county lie within the 20-mile emergency planning zone delineated by U. S. regulations.

Last May, an exercise was held to test emergency plans for the Essex area in the event of a nuclear emergency at Fermi. It was run in conjunction with a similar exercise held simultaneously in Michigan and was conducted with the full co-operation of U.S. agencies, Essex County, municipal authorities and various provincial ministries and agencies.

The Municipal Nuclear Emergency Plan for the Essex area provides details on

alerting and assembling the emergency management organization, issuing instructions to the public regarding protective measures, traffic control, evacuation, setting up reception and evacuation centres, radiation monitoring, and dealing with the news media.

The main aim of the exercise was to test the effectiveness of the plan by demonstrating the capabilities of municipalities, police force and other agencies involved in the protection of the public during a nuclear emergency.

Actual public involvement was limited to the evacuation of two schools. These were carried out smoothly and confirmed the effectiveness of both school boards' evacuation plans. Other events were simulated and included closing of business, industry, recreation areas and beaches, nursing home evacuations, general population evacuations and sheltering.

Radio stations, designated in the plan, participated in the exercise by receiving and simulating the broadcast of emergency public action directives.

Exercise Fermi 88 accomplished what it set out to do — namely to test the effectiveness of emergency plans. It also provided useful information which is being used to finalize plans and procedures. Most important, it proved to be a valuable learning experience for all participants, leaving them better prepared to cope with a real emergency, should one occur.

## Alfieri appointed new ADM



Domenic Alfieri,  
ADM Public Safety

Domenic Alfieri has been appointed Assistant Deputy Minister - Public Safety Division at the Ministry of the Solicitor General.

Mr. Alfieri joins the Ministry from the Management

Board Secretariat, where he was executive co-ordinator of the Management Policy Division. Previously he served for many years in a number of senior positions at the Ministry of Community and Social Services.

In his new position Mr. Alfieri is responsible for Emergency Planning Ontario, the Office of the Fire Marshal, the Office of the Chief Coroner, the Centre of Forensic Sciences and Forensic Pathology.

Mr. Alfieri is a graduate of Ryerson Polytechnical Institute.

## St. John Ambulance

*Continued from page 1*

task of helping search for bodies, and they assisted with the morgue after the Noronic fire.

The organization has its own emergency plan, and once it is activated they set up an operations centre in their Toronto office. From there, they co-ordinate the activities of the volunteers in the field, and can pull people and equipment from all parts of the province to the emergency area.

They are keen to be plugged into municipal emergency plans at an early stage, to be part of the emergency fan-out list, and to help in any way they can.

Even the King should include them in his plan!

## How much is a gazillion? This much!

The average mind boggles at a million, let alone a quadrillion, and to say nothing of "gazillions".

Peter M. Sandman, Professor of Environmental Journalism, Rutgers University, came up with the following concentration analogies. They were taken from one of his papers which was adapted by Emergency Preparedness Canada for their magazine.

While Professor Sandman offers no guarantee of their technical accuracy, they may be useful in understanding (or explaining) concentrations of hazardous material in air or water.

Part per million — one drop of gasoline in a full-size car's tankful of gas.

Part per billion — one four-inch hamburger in a chain of hamburgers circling the earth at the equator two and a half times.

Part per trillion — one drop of detergent in enough dishwater to fill a string of railroad tank cars 10 miles long.

Part per quadrillion — one human hair out of all the hair on all the heads of all the people in the world.

For the gazillions, you're on your own!



# Amateur radio responds in emergencies

The term "amateur radio" is a misnomer. The people who have this skill are professionals all the way.

Amateur — or ham — radio operators must take training in both Morse code and voice procedure before they can be licensed.

They have used these skills, and their radio equipment, to provide communications during emergencies all over the world.

Ham radio operators are often the only communications link with the outside world during an emergency. For instance, in the Jamaica hurricane this fall they provided almost all of the communications from the battered island until electrical and telephone systems could be restored.

Closer to home, after the Barrie tornado ham operators quickly set up a communications network which linked emergency groups (such as the Red Cross) during their local operations, and relayed emergency messages back to Toronto.

The Red Cross makes extensive use of amateur radio volunteers. Their international organization, headquartered in Geneva, Switzerland, has a team prepared to fly anywhere in the world to assist. Closer to home the Canadian Radio Relay League (CRRL) has a formal agreement with the Ontario Division of the Canadian

Red Cross to provide emergency communications.

Technology has dramatically decreased the size of amateur radio equipment — a fully portable radio, capable of reaching around the world, is about the size of a domestic AM-FM transistor radio. The cost? About \$3,500 for a basic set.

The technology also exists to transmit computer information via ham radio. For instance, computerized enquiries and registration information can be transmitted that way, doing away with the need for lengthy voice or morse messages.

The need for reliable back-up commu-

nications is apparent — since communications are always the major problem in an emergency, Municipal planners should tap into the amateur radio system when they are writing or revising plans. This can often be done through amateur radio clubs, which are found in many communities.

As a footnote, ham radio and citizens' band (CB) radio should not be confused with each other. Their equipment and radio frequencies are quite different. Both groups, however, can help with communications in an emergency, and should be written into emergency plans.

## Five-year plan

*continued from page 2*

reasons, have decided not to prepare an emergency plan.

Our two municipal emergency planners will be concentrating on this particular area, starting very shortly.

We will continue, of course, with the other parts of our program mentioned at the beginning of this article.

Finally, our over-all goal is to ensure that Ontario has the best possible level of emergency preparedness, at the municipal level where the battles are fought, and at the provincial level to ensure that those battles are adequately supported.

## Ministry of the Environment Spills Action Centre

**1-800-268-6060 (toll free)  
or Toronto 965-9619**

The Spills Action Centre receives notification of spills to the natural environment 24 hours per day, 365 days a year. Anyone who is aware of such a spill, or other environmental concern, is encouraged to call the centre at either of the above telephone numbers.

## Ministry of the Solicitor General

The Honourable Joan Smith, Solicitor General

Stien K. Lal, Deputy Solicitor General

Domenic Alfieri, Assistant Deputy Minister - Public Safety

### Emergency Planning Ontario

K.J.W. Reeves, Co-ordinator

J.L. Ellard, Head, Provincial/Municipal Preparedness

F.B. Ali, Head, Nuclear Emergency Preparedness

E.E. Patterson, Manager, Administration

Mary S. Cann, Editor

5th Floor

27 Carlton St.

Toronto, Ontario

M5B 1L2

Tel (416) 965-6932

965-6708

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## Preparedness training for educators

# School board reps return to college

School board representatives from across Canada went back to school at the Canadian Emergency Preparedness College in Arnprior in March.

A total of 74 school board representatives, including trustees, superintendents, principals, teachers and health and safety officers took part in the second annual school board emergency planning workshop.

Jointly sponsored and prepared by the College and Emergency Planning Ontario, the workshop is designed to examine the emergency preparedness and planning requirements of school boards, and the relationship of this process with local municipal governments.

The workshop began with an overview of federal, provincial and school board responsibilities, and went on to

include lectures on the need for planning, hazard evaluation, a board's relationship with the municipality, and guidelines on how to prepare and exercise an emergency plan.

The last day of the workshop gave the candidates an opportunity to draft a board plan plus evacuating and receiving plans for individual schools; and a  
*continued on page 4*



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## Emergency Planning News

Emergency Planning Ontario

AUG 18 1989

Spring, 1989

# Dryden crash tests emergency plan

"Everyone knew what they were doing at every phase of the emergency, mainly due to good plans, attendance on courses in Arnprior, and an exercise (based on a plane crash) held only last November."

This is the way Fire Chief Louis Maltais proudly summed up the Town of Dryden's response to the tragic air crash which occurred just outside the Dryden airport on Friday, March 10th.

The Air Ontario flight carried 65 passengers and a crew of four. Twenty-four people, including three members of the four-person crew, died as a result of the crash.

"The purpose of this meeting is to deal with the events of the first two days — from the time of the crash until we wound down. We want to find out what went wrong and what went right," said Mayor T.S. (Tommy) Jones, as he opened the debriefing following the crash.

Police Chief Russ Phillips advised that the call came in at about 12:15 p.m., and by 12:28 p.m. the town's Municipal Control Group was in place at the operations centre in the fire hall.

In keeping with the town's emergency

plan, the control group consisted of Mayor Jones, Town Administrator John Callan, Fire Chief Maltais, Police Chief Phillips, Town Engineer Mel Fisher, and Municipal Clerk Bruce Hosstrom.

Since the crash was just outside the

jurisdictional boundary of the Town of Dryden, the control group acted in a support role, co-ordinating and acquiring resources, disseminating information to the media and the public, and providing

*continued on page 2*



*Rescue workers probe wreckage at the Dryden crash site, where 24 passengers and crew members were killed; 45 survivors were given medical assistance.*



# Dryden crash tests emergency plan

*Continued from page 1*

direction to the many agencies and volunteers involved in the response. "After all, our town's commitment to emergencies doesn't just stop at the boundary line," added Mayor Jones.

In addition to their respective departments, the control group was in touch with the Airport Manager, the Ontario Provincial Police (OPP) at the crash site, the hospital (which activated its own emergency plan), the volunteer radio operators, the Red Cross volunteers, the social services department, and the arena manager, whose premises were used as a temporary morgue.

The Red Cross volunteers had the difficult task of coping with more than one hundred inquiries from frantic relatives and friends of those on board the aircraft, and worked from the hospital cafeteria and from the Red Cross office in the nurses residence.

Initially, the Red Cross team registered the "walking wounded", and later received a list of the more serious casualties from the hospital's admitting staff. The volunteers also assisted casualties to telephones, and relayed messages to casualties who could not get to the phone.

Amateur radio operators handled transmissions between various town locations, and places as far away as Australia.

Town officials learned a great deal from the debriefing. "It is time to take a look at our plan to see what needs to be improved," said John Callan, the town administrator, after listening to the comments and recommendations offered.

The three areas which caused the greatest concern to town officials were communications, co-ordination of resources, and the media.

"Communications were taxed to the limit, as phone lines were extremely

busy, and radio dispatchers were overburdened. Police, fire and public works are on the same frequency so many people cut one another off," said Police Chief Phillips. "More telephone lines are needed in the operations centre, another frequency is needed, and radio procedures must be adhered to — people must keep messages short and concise."



*Dryden crash survivor is assisted by rescue workers.*

"The role of the ham operators must also be further defined, as I found them invaluable in picking up the slack when phone lines got busy," the chief added.

"We actually needed a D8 bulldozer in this emergency!" exclaimed town engineer Mel Fisher. "When I realized this during the emergency, I almost laughed, because on every exercise in Arnprior (at the Canadian Emergency Preparedness College), someone calls for a bulldozer and gets told by the direct-

ing staff that they don't really need one. Here we were with a real need, and our D8 bulldozer in the garage being serviced!"

A bulldozer was just one of the many resources required or offered to the town during the emergency.

Trevor Woods, program manager for the Ministry of Natural Resources noted that the ministry sent a portable trailer unit, a portable kitchen tent, heaters, stoves, snowshoes, blankets, sleeping bags and communications equipment to

the site. The town administrator asked the ministry for a helicopter, but it couldn't be provided because it too was under repair.

Recognizing the need for a better resource directory, town officials will update theirs, using the detailed list of human and material resources that many of the community's businesses, agencies and departments have to offer.

Approximately 40 members of the news media turned up in Dryden to cover the crash. "Working with the big city media imposes a great problem," Mayor Jones noted. "They lose all sense of proportion, and we must plan to handle them," he added.

Some of the media tried to get into the hospital operating rooms and the temporary morgue, and even went as far as to hire helicopters which hovered over the scene, hampering site communications and operations.

Hugh Syria, manager of CKDR radio in Dryden, acted as media officer during the emergency.

Police Chief Phillips recommends that "In future we designate a place for the media to meet for updates, and designate staff to provide them with up-to-date information.

Even though the Town of Dryden has learned a great deal from this emergency, and had what most municipalities would probably say is enough emergency training for one year, work is continuing on

*Continued next page*



# Co-ordinator's Column

by K.J.W. Reeves

Elsewhere in this newsletter you will read of the emergency response effort which occurred in Dryden following the crash of Air Ontario Flight 363 on March 10th. There are several significant aspects of this operation which need to be noted.

First, although the crash occurred off the airport and outside the Town of Dryden's municipal boundaries, response was immediate, total, and without giving thought to the legal or financial considerations when lives were at stake.

Second, Dryden has an emergency plan with one person, the fire chief, delegated to keep it current.

Third, the plan had been tested the previous November; the scenario, a plane crash at the airport.

Fourth, many lessons were learned from the crash which indicated the need for changes to the plan to enhance its effectiveness.

Fifth, and finally, the most important ingredient in the development of a plan was present — strong political support within the municipality.

The necessity for strong political support for emergency preparedness cannot be over-emphasized. No matter how diligent appointed officials and emergency responders are in

the preparation of municipal or provincial level emergency plans, their efforts will be reduced in their effectiveness without the blessing of the elected officials.

There are two main reasons for this. First, under the Emergency Plans Act, 1983, elected officials have the overall responsibility for emergency planning and preparedness within their area of jurisdiction. Only the Head of Council, or his or her designated elected alternate, can declare an emergency to exist within the municipality. (The only exception to this is the premier, who can declare an emergency to exist, or be terminated, anywhere in the province.)

Secondly, and equally important, the elected officials control the money which is needed to put plans into place, conduct exercises, and to purchase emergency equipment.

So, given the demands placed on tax dollars these days, it is important, for all the reasons stated above, to get the local politicians "on-side" right from the start.

Remember, effective emergency preparedness is a co-operative effort, requiring the support and energy of everyone involved from the mayor down through the whole spectrum of emergency responders. ●

## Dryden mayor proud of town response

"Everybody just drops everything and does it," was Dryden Mayor T.S. (Tommy) Jones' summation of the town's response to the crash.

There was more to the response than just that. The town had a plan, had tested it, and Mayor Jones had set a deadline of May 15th for improvements to the plan.

### *Dryden crash*

*Continued from previous page*  
the exercise planned for this fall.

As John Callan stated in the debriefing, "We will always be in the process of fine tuning and improving our emergency plan."

While almost everyone sang praises for the efforts of Dryden in responding to the crash, it was the president of Air Ontario, Bill DeLuce, who summed it up best.

"I would like to say that if a plane crash has to happen, we are lucky that it happened in Dryden because Dryden was prepared to respond. Lives were saved because of their fast response." ●

That deadline, as a matter of fact, was set in a meeting of the planning group held the morning of the crash.

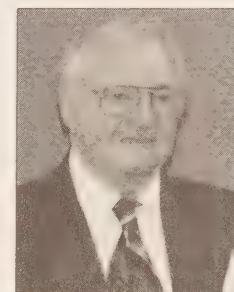
Several members of the emergency planning committee had recently taken courses at the Canadian Emergency Preparedness College in Amprior, and were anxious to use this training to upgrade the town's plan.

"I had been a bit critical of the plan earlier in the year, and I had everybody going to Amprior in January, February and March," the mayor said. He attended the course for mayors and elected officials in February.

Recognizing the need for continued testing of an emergency plan, an exercise is scheduled for the fall.

In his post-crash column in The Dryden Observer, he credited a number of Dryden agencies and individuals for their response to the crash. The airport staff, the police, the fire brigades, the ambulance drivers and assistants, the hospital staff, the doctors, the clergy, the Red Cross, the ham radio operators, Ministry of Natural Resources staff, Canadian

Pacific Forest Products staff, the hydro (both town and Ontario), the Dryden bus drivers, the hotel and motel operators, the stores who supplied clothing, all the



Mayor Jones

town departments, and the snowmobile operators were among the responders he thanked in his column.

Mayor Jones stresses the fact that all of the town's

110 employees, along with the staff of CP Forest Products, have had training in both first aid and cardio-pulmonary resuscitation (CPR).

He also stresses the importance of having mutual aid agreements with neighboring municipalities.

The mayor concluded his column by saying "A job well done by Dryden and the other organizations ... I'm a proud mayor — still with challenges." ●



# School boards benefit from training in Arnprior

*Continued from page 1*

chance to exercise the plans in Exercise Chalkboard.

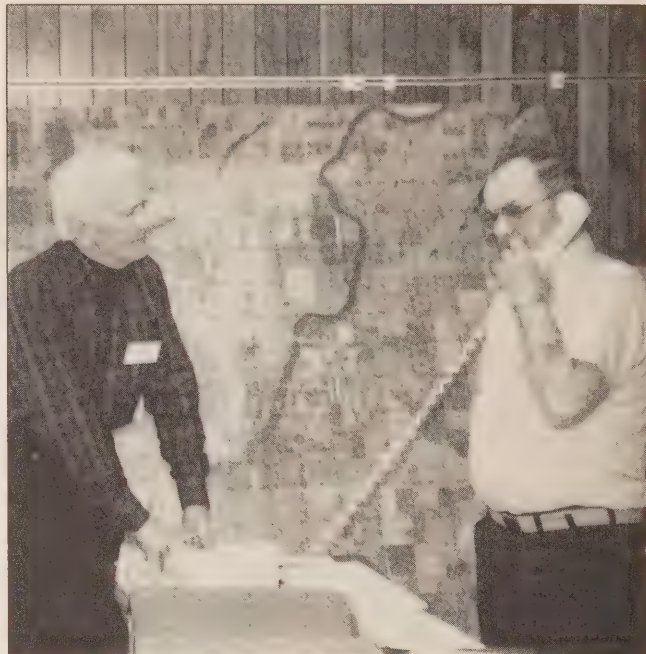
During the exercise, one syndicate played the role of a board's emergency operations control group, while other syndicates portrayed evacuating or receiving schools. The exercise was based on a chemical spill which required the evacuation of a large area.

The workshop concluded with a presentation on "Getting Started" which featured Linda Purser from the London Board of Education and David Kenney from the Leeds and Grenville Board. They explained their experiences in "selling" the need to plan, the planning

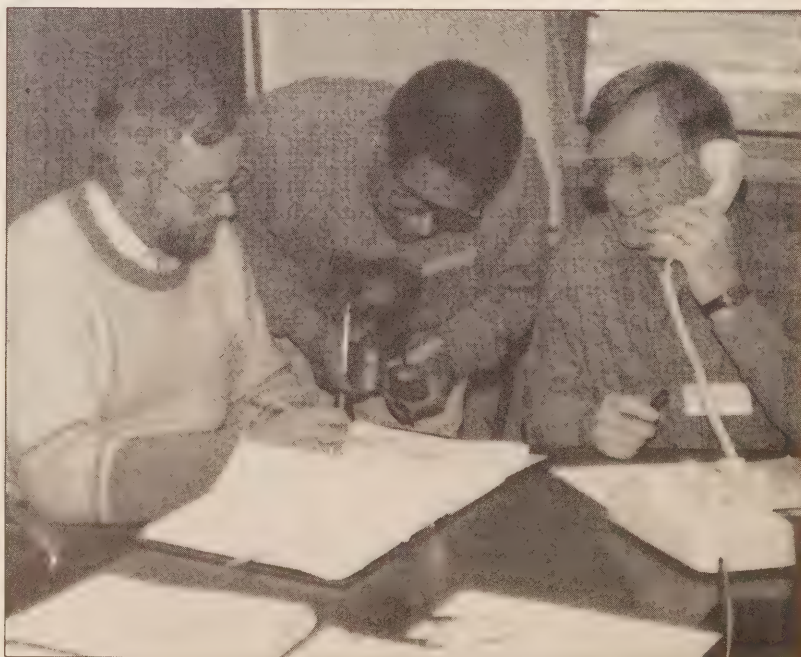
steps they had worked their way through, and offered tips on how to get the need for emergency planning accepted, and plans put in place.

Each course candidate had an opportunity to complete a report card — or evaluation form — on the course. Much of the workshop got an A, with the exercise rated as an A+ by almost all of the candidates. Most of them would have preferred a longer exercise, and more time spent exchanging ideas in syndicate groups.

The College has scheduled the 1990 workshop for March 26-30. ●



*Albert Schaffer (left) who is both a trustee of the Timmins Board of Education and the fire chief of that city, played the role of site liaison officer during Exercise Chalkboard. Above: Stan Draffin of the Metro Toronto Board and William Maclure (left) from Montague P.E.I. in the emergency operations centre. Below: Ron Bartman, Espanola Board of Education, Ken Rock (centre) Windsor Board, and Art Erasmus of Prince George B.C. review a problem at the Canadian Emergency Preparedness College in Arnprior, site of Exercise Chalkboard.*





# Sirens provide emergency warnings

Three southwestern Ontario communities — the town of Amherstburg and the townships of Anderdon and Malden — are installing a high-powered siren system so they won't be caught napping if an emergency strikes.

Discussions about a warning system began after several local chemical spills in 1987. When a Tri-Community Industrial Planning Committee was formed to examine the technology, it soon became apparent that an industrial accident was only one of several emergencies which could occur in the community.

The sirens can be used to warn citizens of chemical spills, large-scale fires or natural gas leaks, approaching severe storms that might cause floods or tornadoes, or an emergency originating at the Fermi II nuclear plant in Michigan.

The federal Joint Emergency Preparedness Program (JEPP) covered half the cost of the project (\$79,300), with the

remainder covered by the municipalities, industry, businesses, service clubs and private citizens.

The four sirens are mounted on 50-foot towers in strategic areas around the communities, and rotate 360 degrees, very slowly, to blare out a choice of five horn-blast signals or patterns. At a distance of about 1.5 km, residents will hear a blare registering 70 decibels, a noise equivalent to a home smoke detector. Residents about 3 km away would hear a noise measuring approximately 65 decibels. The system can also be used as a public address system.

The system, which is guaranteed against rust and other weather damage for 35 years, monitors itself. A push of a button on the central computer of the network will cause each unit to provide a mechanical status report in the form of a printout.

The sirens can be activated individu-

ally or collectively. For example, if an airborne pollutant threatened one area, officials could activate only the sirens in the path of the plume.

The computerised central control of the system is housed at the Amherstburg Police Station which has a backup electrical generator that can kick in to keep the system operating in the event of a hydro failure.

A public education system has also been developed, to inform the public about what the different siren sounding mean. For instance, one blast informs people that a problem has developed in the area, and that they should seek shelter and turn on the radio or television for detailed information. In that situation, messages would also be broadcast by patrolling police cars.

(Reprinted with permission from *Emergency Preparedness Digest*)

## JEPP program continues another year

One of the most successful emergency preparedness programs in Ontario, the federally funded Joint Emergency Preparedness Program — known as JEPP — has had a significant impact on the state of emergency preparedness in the province.

We have just finished processing JEPP claims for \$1,907,116 that will be paid to 106 municipalities for plans, exercises, communications systems and rescue vehicles and associated equipment.

At the same time we are in the midst of processing new applications from 136 different municipalities who are seeking federal funding assistance next year for 244 separate emergency preparedness projects. If unlimited funding were available (which is not the case) \$3,140,650 would be required to satisfy every need.

In fact, the federal government allots \$1,900,000 to Ontario. From this we subtract the amount necessary to pay the costs of municipal projects that were not

completed and had to be carried over from last year, and a lesser amount for provincial level projects.

The net result is that we were able to approve new projects in the amount of \$1,500,000 for the following year. This means, of course, that one out of every two projects will not have been approved. This is regrettable since most of these projects merited approval but the reality was too few dollars to meet the demand.

A word of caution. 1990 brings to an end the current five-year program under which the federal government has agreed to allot \$1,900,000 annually to Ontario. We must now sit down to negotiate with the federal authorities the details of a new five-year program. It is far too soon to speculate on what changes, if any, might be forthcoming.

We will, of course, announce any changes just as soon as we can, through the pages of this newsletter and in any other way which is appropriate.

### Hamilton sponsors disaster conference

November 22-25, 1989 is the date for a national conference on disaster management. Sponsored by the Regional Municipality of Hamilton-Wentworth, the conference will focus on site command as well as interaction between agencies, business and government.

The conference will be held in the Hamilton Convention Centre, Hamilton, and is designed to appeal to police, firefighters and physicians, as well as leaders in government and industry.

For more information, please contact: Civil Emergency Preparedness Officer, Regional Municipality of Hamilton-Wentworth, Box 910, Hamilton, Ontario, L8N 3V9, or telephone (416) 526-2629.



# Extra staff boosts activity to new high

With the addition of five new staff positions, the Nuclear Emergency Preparedness (NEP) Section has undergone a significant increase in activity.

The planning side of NEP carries the responsibility of developing and maintaining the Provincial Nuclear Emergency Plan and the site specific plans for each nuclear facility. These plans would be activated should there be a nuclear reactor emergency.

Operations staff are charged with guiding and assisting the municipalities in their preparedness activities, while the scientific officer is responsible for all technical matters relating to nuclear emergency planning and preparedness.

Recent activity in planning includes the finalization of the Essex municipal nuclear emergency plan and preparation of the first draft of the provincial plan for a Darlington emergency.

Procedures to be used by local information centres (through which instructions are issued to the affected public in a nuclear emergency) have been drafted and issued for comment.

Work has also begun on the provincial plan for a Chalk River emergency and is continuing on the finalization of the Bruce and Enrico Fermi 2 provincial site plans and the Bruce municipal nuclear emergency plan.

The operations side has developed and issued municipal preparedness standards intended to guide designated municipalities of nuclear facilities in enhancing their levels of emergency preparedness. The operations officers have been on the road meeting with municipal officials and staff to provide advice and assistance in planning and preparedness.

To facilitate the process, regional preparedness committees are being set up for each of the areas surrounding nuclear facilities.

The senior scientific officer has filled the technical void in the NEP section. He is organizing the revitalization of the technical advisory committee and sub-committees which are charged with studying technical issues relating to

meteorological monitoring, source term and dose assessment (to name a few) in the event of a nuclear emergency. Also underway is a revamping of the technical group organization and procedures. This group would assemble in the provincial operations centre at the start of an emergency to provide technical data and information as input to the decision making process.

The NEP has been working in close co-operation with Ontario Hydro and the municipalities surrounding the Pickering, Bruce and Darlington nuclear facilities in the development of public education brochures. These are to be distributed to the population surrounding each

facility and would outline the official response to a nuclear emergency as well as the protective measures which may have to be taken. Distribution of the brochures is slated for early this fall.

Early February saw the first briefing session held for newly elected municipal officials and municipal and regional staff in the Bruce area. Organized by NEP and Ontario Hydro, presentations were made regarding the sequence of activities during and following a nuclear emergency and the roles of the various participants of the emergency management organization. A briefing session for the Darlington area is scheduled for early this summer. ●

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## Darlington nuclear station and emergency plan both near finish

The newest of Ontario Hydro's nuclear generating stations, Darlington, is now in the final stages of completion. Located on the shore of Lake Ontario, it is 5 kilometres southwest of Bowmanville in the Regional Municipality of Durham, about 40 km east of Metropolitan Toronto.

The station consists of four units, and start-up of the first, Unit 2, is expected this fall.

Before Ontario can receive its operating licence from the Atomic Energy Control Board (AECB), plans for emergency response in the event of an accident must be in place.

To achieve this, Durham Region set up the Darlington Nuclear Emergency Planning Group. With membership from regional staff, school boards, fire, police, Ontario Hydro and the Nuclear Emergency Preparedness (NEP) section of Emergency Planning Ontario, this group provided the planning input and the decision-making. The plan was then prepared by the Emergency Planning Co-ordinator for Durham Region, and was pre-

sented to the Durham Region Emergency Preparedness Task Force for their concurrence in early May. Under way concurrently with the municipal plan, and benefitting from the input of the planning group, the Darlington provincial nuclear emergency plan was prepared by NEP staff and issued to all interested parties at the end of April.

With the first draft of planning documents now complete, work is underway to ensure that Durham Region is prepared for an emergency at Darlington. A regional preparedness committee has been set up, and charged with reviewing the preparedness of the region and making recommendations for improvements.

To ensure the preparedness of the emergency management organization, the first training workshop is scheduled for May 30th. Regional and municipal officials and staff will attend a one-day workshop designed to familiarize them with the sequence of events of an accident and the plans and procedures in place to manage an emergency. ●



## Workshop teaches shelter managers

How do you deal with the inebriated lady who is wearing nothing but a mink coat when she turns up in the evacuation centre?

That was just one of the questions faced by Hamilton-Wentworth Region's social services staff during an evacuation centre workshop in February.

The workshop, developed by Emergency Planning Ontario, also included social service staff from Niagara, Haldimand-Norfolk, Brant and Halton Regions, together with volunteers from The Red Cross and Salvation Army, and public health representatives.

The day and a half long workshop began with overviews of the roles and responsibilities of the province and the Region in the event of an emergency, together with an outline of the Region's municipal and social services emergency plans. Under the Regional plan, the social services department has the responsibility for setting up and managing evacuee centers, while the Red Cross is responsible for feeding and the Salvation Army looks after emergency clothing.

A number of schools in the area have been designated as potential evacuee centres, and the workshop students had a chance to look at one of them, and then to work out a detailed plan to set up the building to accommodate evacuees.

Prior to the school visit, Helen McGrath, a Red Cross volunteer who managed an

evacuee centre during the Mississauga emergency, outlined the ways in which a school or other building can be turned into an evacuee centre, and the functions such a centre has to accommodate.

These functions include feeding and sleeping facilities, first aid, registration and inquiry, provision of emergency clothing, and infant care; together with the need to maintain communications with the social services control group, deal with the news media, and manage the centre's longer-term needs.

As soon as the workshop delegates had solved the centre's layout problem, they were confronted with a six-part case study.

The case study, based on a major train

derailment and chlorine spill, took them through the problems involved in alerting staff (using the process laid out in the plan), setting up the shelter and arranging immediate feeding, long term needs, special problems, and post emergency activities.

The scenario for the case study started with the train wreck in the small hours of a winter morning, and the need to evacuate nearby residents almost instantly. The evacuation area continue to widen, with the resulting large number of evacuees to be looked after.

Because the simulated emergency went on for four days, the long term needs for the shelter included the ongoing need for balanced meals, rotating

shifts for staff, keeping the area clean, disposal of garbage, provision of sleeping facilities, and the relocation of evacuees with special needs.

The shelter population at one point in the exercise included more than 300 persons, including seniors, the handicapped, unaccompanied youngsters, and a broad ethnic mix.

At each stage of the case study, a new problem was presented and the delegates broke into discussion groups to arrive at a solution.

Most of their solutions were right on the target.

The lady in the mink? The proposed solutions were interesting, but her presence reinforced the need to plan ahead for a wide range of problems which could confront an evacuation shelter manager. ●



*Hamilton-Wentworth social services staff discuss details of their evacuation plan during a recent workshop with Red Cross and public health authorities.*





# Project Tornado increases public awareness of risk, emergency response

The beginning of the 1989 tornado season was marked with a press conference and municipal workshop in Halton Region early in April.

Project Tornado, a joint venture between the Ministry of the Solicitor General through Emergency Planning Ontario, and Environment Canada's Atmospheric Environment Services, was presented to an audience of almost 140 municipal officials, police, firefighters and health and social services representatives.

Project Tornado, which was launched last year and presented to six county-wide groups, includes a video tape of an approaching tornado and its devastating effects, a presentation by weather experts from Environment Canada, and a series of case studies which lead workshop delegates through the warning, reaction and aftermath phases of an emergency response to a tornado.

The press conference held in conjunction with the workshop highlighted the need for municipal emergency planning, and the need for the public to be alert to weather forecasts. It also featured public safety tips in the event of a tornado — seeking shelter indoors (preferably in a

basement or under a stairwell), avoiding buildings with large unsupported roof spans, and the need to get out of vehicles or trailers and lie flat in a ditch or ravine.

Later in April, the Town of Durham sponsored Project Tornado for the counties of Grey, Bruce and Dufferin. Within these three counties there are 70 individual municipalities, many of which attended the Durham workshop.

An average of 25 tornadoes touch down in Ontario each year. Earlier this year, Solicitor General Joan Smith wrote to each municipality in Ontario, asking them to declare April 7th as tornado awareness day in their community. ●

**Ministry  
of the  
Environment**

**Spills  
Action  
Centre**

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(toll free)  
or  
Toronto  
965-9619**

The Spills Action Centre receives notification of spills to the natural environment 24 hours per day, 365 days a year. Anyone who is aware of such a spill, or other environmental concern, is encouraged to call the centre at either of the above telephone numbers.

## Hazardous goods seminar opens in Renfrew County

A new seminar, dealing with emergency response to a dangerous goods spill, had its premier in Renfrew County in June.

Following presentations on the need for municipal emergency planning and the contents of such a plan, a representative from the Office of the Fire Marshal outlined the ways in which a spill of dangerous goods should be handled.

Case studies, for which the audience of municipal officials, representatives of the fire, police, ambulance, public works, social services authorities and others broke out into discussion groups,

rounded out the day-long workshop.

A new video produced by the St. Catharines Fire Department was used during the seminar. It is based on a tanker truck accident which results in a spill of gasoline into the sewer system, and resulting house fires. In the video the municipal control group is assembled, an emergency is declared, evacuee centres are opened, the situation is brought under control, and the emergency is terminated.

A similar workshop is scheduled for Kingston in the fall. ●

**Ministry of the Solicitor General**  
The Honourable Ian G. Scott, Solicitor General  
Stien K. Lal, Deputy Solicitor General

Domenic Alfieri, Assistant Deputy Minister — Public Safety

**Emergency Planning Ontario**

K.J.W. Reeves, Co-ordinator

J.L. Ellard, Head, Provincial/Municipal Preparedness

F.B. Ali, Head, Nuclear Emergency Preparedness

E.E. Patterson, Manager, Administration

Mary S. Cann, Editor

5th Floor

27 Carlton St.

Toronto, Ontario

M5B 1L2

Tel (416) 965-6932

965-6708

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# Emergency Planning News

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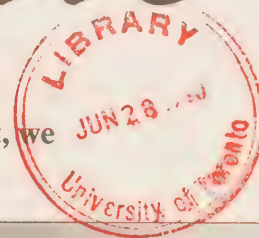
Emergency Planning Ontario

Spring, 1990

Crucial test for a regional emergency plan

# Hagersville !

It's out, but its not over. The Hagersville tire fire called on emergency preparedness facilities from across the province. In this special report, we examine the way the emergency plan worked in a difficult situation.



The fire broke out early on the morning of Monday, February 12th, in piles of used tires (an estimated 13 million of them) which covered something like 12 acres in the City of Nanticoke, near Hagersville.

Volunteer firefighters from Nanticoke, Haldimand, Delhi and Simcoe responded as part of the Region's mutual fire aid agreement, and advisers from the Office of the Fire Marshal were also on hand. On Tuesday, February 13th, two water-bombers from the Ministry of Natural Resources joined the assault on the fire, and were able to make a number of drops before cold weather grounded the planes.

The bitter cold, accompanied at different times by freezing rain, a major snowfall, and high winds kept the bombers grounded until the following Wednesday when they were joined by a third bomber and could mount an all-out assault on the fire.

In the interim, 40 Natural Resources firefighters (mostly from Sault Ste Marie) were brought in to work on the ground alongside the volunteers. These firefighters found some irony in the fact that they are more used to fighting forest fires in the summer heat, but came south to cold and snow.

Heavy equipment joined the fight, with operators quickly trained in the use

*continued on page 2*



*Volunteers from Nanticoke, Haldimand, Delhi, Simcoe, and the Ministry of Natural Resources worked for 17 days in bitter cold to extinguish the Hagersville fire. Damage to the environment may be the longest lasting effect. Photo: MNR*



# Crucial test for a regional plan

*Continued from page 1*

of breathing apparatus. This equipment was used to pull burning tires from the piles, spread them on the ground where they could be hosed down with a foam and water mix, then to bulldoze the extinguished mess out of the way.

Complicating the fight was the oil produced by the burning tires. Special catch ponds were dug to capture run-off water, and tankers skimmed oil — 158,000 gallons of it — from the ponds and trucked it away.

Finally, on Wednesday February 28th, the fire was declared to be out. Crews spent the following day checking the site for hot spots which might have gone undetected, and trying to clean up their equipment.

The Ministry of the Environment remains in the area, checking air and water quality, and expect that it will be some time before their part of the emergency response is over.

## The Response Team

An emergency was declared by the City of Nanticoke on day one of the fire, followed by the declaration of a region-

wide emergency two days later. An emergency site manager — Sergeant Norm Denkert of the OPP — was named early in the response, and a site command post was set up in a trailer close to the site. As the emergency went on, this trailer was joined by fire, environment and am-

bulance command posts.

Management by committee worked well during the fire.

At first, the emergency response was co-ordinated by the municipal control group, with input from specialist advisers from the Office of the Fire Marshal and



*Heavy equipment was an essential element in fighting the Hagersville fire. It was used to drag burning tires from the pile so they could be extinguished. Equipment was borrowed or rented from a number of sources and trucked to the site.*



*The OPP Mobile Command Post is available for use in emergencies anywhere in Ontario. At Hagersville it was used by the emergency site manager, in this case an OPP officer, to co-ordinate the acquisition and allocation of equipment and resources. The van carries radio and cellular telephone communications equipment and provides quick communications systems for emergency use.*

the Ministry of Natural resources. By the end of the first week, the group evolved into a Joint Response Committee (JRC), co-chaired by the Regional Chairman Keith Richardson and Domenic Alfieri, the Assistant Deputy Minister, Public Safety, from the Ministry of the Solicitor General. The group met daily, received reports on the previous days activities and the game plan for the day ahead, and made whatever decisions were required.

Three sub-committees were set up — a Fire Management Committee, a Health & Environment Committee, and a Financial and Legal Committee. These groups met as often as required (sometimes several times a day and into the night), and made reports and recommendations to the JRC.

The Fire Management Committee consisted of representatives from the Office of the Fire Marshal, the Regional Fire Co-ordinator, local fire chiefs, Natu-



ral Resources representatives, the site manager, the Director of Works for the City of Nanticoke, and the Region's safety officer. This committee was able to deal in detail with the firefighting operation, and reported daily to the JRT.

The Health & Environment Sub-Committee dealt with issues such as evacuation boundaries and reception centres, drinking water (for both humans and livestock), and public health issues. It included members from the Ministries of Health, Environment, Agriculture and Food, together with the Region's Medical Officer of Health and a rep from the Six Nations and New Credit Indian Reservations which had been evacuated for approximately 24 hours early in the fire.

The Financial and Legal Committee is chaired by the Ministry of Municipal Affairs, and includes the Ministries of the Attorney General and Financial Institutions, together with the Region's treasurer and social services director.

The sub-committees were able to sort out issues which affected them and take recommendations to the JRC. This system saved a lot of time at the joint committee level, since detail could be dealt with by specialists at the sub-committee level rather than taking time at the JRT meetings.

## Evacuations and Evacuees

Day one of the fire saw an evacuation area of approximately three km around the fire. (In every case, area boundaries were extended to a road, for ease of both definition and setting up perimeters with road-blocks.)

An evacuee centre was set up in the Port Dover High School, and later in the Port Dover Community Centre. However, nobody used it! The centre stayed open for almost two weeks, but, as often is the case, evacuees found accommodation with friends or relatives, or chose to stay in a motel.

On day two, because of shifting winds, the evacuation area was widened to five km north and east of the fire, and in an arc which extended about 15 km from the site into the New Credit and Six Nations Indian Reservations. A second shelter was set up in Oshwegon, but,

again, few evacuees used it.

Several schools on the reservation also had to be evacuated mid-afternoon of the second day.

Boundaries changed again on the third day — to a four km area around the site, which still included a small corner of the Six Nations Reservation.

It wasn't until the middle of the second week that the evacuation zone was pulled back to a one km square around the fire. This area encompassed only ten families, including that of the owner of the recycling depot.

Evacuations were recommended, not made compulsory, and were carried out by the OPP going door to door with the information. Once out, evacuees could return to care for livestock or pets. Since it was voluntary, and despite the fact that those evacuating had been asked to check in with the Region HQ, it was difficult to ever come up with a firm number of those who had evacuated. It was apparent that some of the media estimates were wildly overstated. Since there were only about 1600 residents in the area, it was difficult to understand some of the media "guesstimates" of thousands.

Of the ten families who lived inside the 1 km zone — some of them only feet from the fire — four have been provided with longer-term alternate housing in mobile homes brought in to a park area in Townsend. It is uncertain when they can return to their homes, which are believed

to have been heavily damaged by smoke.

## Provincial Response Centre

You can't bring in upwards of 50 provincial representatives, from several ministries, and expect a Region HQ building to accommodate them. This became apparent as more and more ministries became involved. There wasn't the space, phones were overtaxed, parking was scarce, and the Region's cafeteria was swamped with not only provincial reps but with media.

At the beginning of the second week of the fire, space was found to set up a Provincial Response Centre in the Townsend Town Centre complex (just across the creek from the Region HQ). Emergency Planning Ontario was able to quickly get telephones installed, furniture brought from Ministry of Government Services storage warehouses, laptop computers borrowed and set up, administrative staff brought in to handle phone calls and typing — the dozen and one details necessary to tie together the provincial government's response activities under one roof.

Space was allocated to the various provincial ministries, along with Environment Canada, Agriculture Canada and Department of National Defence who provided a helicopter for environmental teams to check air quality.

## Steven Offer new S-G

Since the last issue of *Emergency Planning News*, Steven Offer has been appointed Solicitor General, the minister responsible for Emergency Planning Ontario.



Steven Offer

He was educated at York University and Osgoode Hall, and practised law in Erin Mills before he entered provincial

politics.

He also worked as a part-time teacher and lecturer with Humber College, and with the Peel Board of Education, and served as an adviser on Federal employment programs.

Since his election to the provincial legislature in 1985, Mr. Offer has served as Parliamentary Assistant to the Ministers of Consumer and Commercial Relations, the Minister of Financial Institutions, and the Attorney General.

He was appointed Chairman of the Ontario Advisory Committee on Liquor Regulations in 1987, and Solicitor General in August, 1989.



# Detailed local knowledge was vital



*Ministry of Natural Resources water bombers, normally used to fight forest fires, were part of the all-out attack on the Hagersville fire. Three aircraft were transferred from Sault Ste. Marie, and remained at the site for about two weeks.*

The PRC also included a public inquiries section, staffed by local people who knew the area and could quickly deal with callers who were concerned about water quality, cost of cleaning their homes, and other local arrangements. Joyce Smith, one of the people hired to work with the inquiries section had once worked for the Region, and had also delivered mail throughout the area. She was able to quickly patch together a detailed map of the evacuated area, complete with lot and concession numbers and notes of who lived where. This local knowledge was invaluable, and made for quick and accurate responses to calls from concerned residents. Staff from the various provincial ministries also answered questions which required technical expertise.

## News media

From area weekly newspapers to a crew from Good Morning America (which broadcast live from the site), news media threatened to swamp the responders.

In the first days of the fire, media which congregated at the Region HQ was

looked after by staff from the local OPP community relations group. Later, they were joined by information officers from the OPP News Bureau in Toronto, and from the Ministry of the Environment's communications branch.

Bob Thomas, a MNR public relations officer from Sault Ste Marie, flew in with the bombers, and was the spokesperson for the firefighting activities at the site. His red MNR hat was a rallying point for reporters, and he escorted them on a number of tours to the site, as did the OPP media team.

A media briefing was held each day immediately after the JRT meeting, and one or more media tours were made to the site each day.

While media were demanding, and present in large numbers, they were, for the most part, co-operative. Officials tried (on day three) letting them take their own vehicles to the site. That got out of hand, and from then on media had to go in escorted groups.

One of the few casualties was a reporter — who suffered from asthma and had to be taken to the hospital after he wandered too close to the fire and inhaled the fumes. (Other casualties included a firefighter who broke his leg, and one who was bitten by a racoon which had been living in a pile of tires.)

Media calls came in from around the world, in a variety of languages.



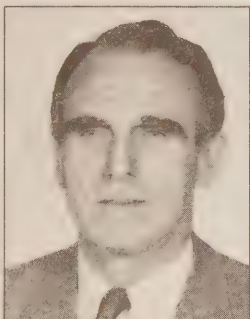
*The most difficult part of the emergency response will be minimizing environmental impacts. During the fire a holding pond was constructed to catch run-off from the fire. Special equipment was then used to skim off oil from the water. Officials from the Ministry of the Environment are continuing to monitor groundwater.*



# Co-ordinator's Column

by K.J.W. Reeves

IT CAN HAPPEN HERE! The lead article in this issue of the Newsletter describes an emergency which gained considerable prominence world-wide. Certainly there was no shortage of advice, some of it of a practical nature, some of it — like the suggestion to use a nuclear weapon to extinguish the fire, tended to stretch the limits of credibility!



Ken Reeves

The Region of Haldimand-Norfolk is a picturesque rural area situated on the north-east shore of Lake Erie, with no major cities, a population of about 90,000 with two full-time and just under 600 volunteer fire-fighters. The Region is jointly policed by the Regional Police Force in the urban areas, and the Ontario Provincial Police in all other areas.

One of the more important resources the Region has is an emergency plan, and it was this plan which was implemented by the Regional Chairman, Keith Richardson, once the extent of the emergency became known. The implementation of the Regional plan triggered the declaration of an emergency under the Emergency Plans Act 1983, by the Regional Chairman. The declaration of an emergency, first a localized one, and the next day, a Region-wide declaration, in its turn provided the Chairman with a broad legal authority to take whatever extraordinary steps were necessary to protect the health and lives of residents of the Region.

Important among those steps was the authority to evacuate area residents likely to be affected by the toxic smoke from the fire. The evacuees included about 50 families on the Six Nations Reserve who moved to the northern part of the

Reserve for about twenty four hours until it was declared safe for them to return to their homes.

Which leads me to the main points I want to make in this column: first, it CAN happen here, that no community is immune to the threat of emergencies or disasters; and second an up-to-date plan is essential to ensuring that the initial responses to an emergency are efficient in the use of resources, and effective in the response to and mitigation of the emergency. This was clearly the case in Haldimand-Norfolk; the early actions, and the organization established in their plan allowed for prompt, effective response, controlled and ongoing coordinated planning which in my view prevented an emergency from developing into a disaster.

Finally, there was no hesitation on the part of the Regional Chairman to declare an emergency. It is the view of this office that it is better to declare an emergency early, rather than late. An early declaration provides earlier legal authority to act, it also alerts the province earlier, enabling earlier warning to be given to the Solicitor General (who must be told when a declaration of emergency is made under the Act), and to other ministries who may become involved. While it is purely a judgement call as to when an emergency should be declared, if, for instance, an area evacuation is contemplated, this is enough to trigger the declaration. The purpose of the declaration of emergency is to assist Heads of Council in their response to an emergency. It does not imply provincial funding for municipal operations, but it does signal the province that major assistance may be needed.

In closing, let me remind all readers that, yes, it CAN HAPPEN HERE, and that a simple, tested, emergency plan will ensure that your response, when needed, will be coordinated, rational, effective and efficient. ●

## A better way?

Was there a better way to put out the fire? Probably not, since it was extinguished in something of a record — just 17 days, while similar fires burned for months.

However, that didn't deter a wide range of suggestions from around the world. Nor did it deter the concerned, the salesmen and those who thought they had "designed a better mouse-trap."

From Sweden came a suggestion that the firefighters dump snow on it. A similar suggestion (telephoned to the Metropolitan Toronto Police Department) came from England; others suggested spraying it with sparkling water. Someone wanted to dump ice on it. Someone else suggested dropping a bomb in it, or

using dynamite. Sand was suggested, as was cement. Napalm was quickly rejected. Another suggestion included covering the area with carbon dioxide or liquid nitrogen.

Any number of sales people turned up, trying to sell their products or equipment. Most of them got a fair hearing, but in the end, the fire managers stuck with the tried-and-true products (water and foam) which had been used before, and were known not to have undesirable side effects on the environment.

## Environment

In addition to monitoring air and run-off water, the Ministry of the Environment

began a major, long-term process to mitigate against the possible effects of the fire.

As well as trucking oil away from the site, the Ministry dug two ponds for treating and storing run-off water. A 180,000 gallon pond is used as a storage area, while a second two-celled pond (each cell holding 250,000 gallons) will treat and store water.

Over the course of the fire, the Ministry took samples from 150 wells in the area, and will continue to test twenty-two wells close to the fire. They have also installed eight sentinel wells for long-term groundwater testing.

— Mary Cann.  
Emergency Planning Ontario



## Essex exercise demonstrates value of plan

(AMHERSTBURG) — Municipal nuclear emergency preparedness was successfully tested at a recent exercise of the Essex Municipal Nuclear Emergency Plan.

The Town of Amherstburg, the Townships of Anderdon and Malden, the County of Essex and the Province of Ontario mobilized the resources necessary to react to a simulated incident at the Fermi 2 Nuclear Generating Station in Monroe County, Michigan.

The Fermi 2 reactor is approximately 16 km across Lake Erie, south west from the Canadian shore.

Emergency Planning Ontario's Nuclear Emergency Preparedness section orchestrated the February 7th 'Exercise Essex 90' at the request of the municipalities involved. The exercise was conducted concurrently with a test drill at the Fermi 2 facility.

The purpose of Exercise Essex 90 was to test the readiness of the municipal emergency management organization. Emergency response centres were set-up and staffed according to the detailed municipal nuclear emergency plan.

The Municipal Control Group (MCG) operated from the Municipal Operations Centre (MOC) as the controlling body for the emergency management organization.

Other centres activated were;

- The Traffic Control Centre, staffed by five municipal police forces, the Ontario Provincial Police and the Ontario Ministry of Transportation.

- The Local Information Centre was staffed by municipal personnel and managed by a team provided by Ontario Hydro. (Ontario Hydro provides assistance for the Essex area plans at the request of, and under the direction of, the province.)

- Two Reception/Evacuee Centres were established and operated by the Essex County Social and Family Services Department in co-operation with various other organizations including the Red Cross.

- Two Exposure Control and Decontamination Units were operated within the Reception/Evacuee Centres by Ontario Hydro personnel.

The Essex County public and separate schools boards each evacuated one school from within the nuclear response 'Primary Zone'. The approximately 700 students were taken to the Reception/Evacuee Centres (REC) where they were registered and then tested for 'radiation exposure' at the Exposure Control and Decontamination Units (ECDU).

This aspect of Exercise Essex 90 not only tested the evacuation strategies of the school boards but allowed the staffs

of the RECs and ECDUs to be put through their paces.

Exercise Essex 90 was an apparent success from start to finish. The organization proved that its management structure and resource base can effectively manage the response to a Fermi emergency, and thus ensure the health and safety of the Ontario residents nearest to this US nuclear plant.

While debriefing will certainly suggest improvements, it is clear that the plans will adequately cater for the safety of the public should an incident with offsite effects occur at Fermi 2. ●

### When the balloon goes up, the telephones go down. Line load control is the answer.

We all know the problems associated with telephone use during emergencies. If the system survives the ravages of the emergency it faces the more likely risk of subscriber overload and calls don't go through. The Line Load Control program was established by the federal government and the telephone companies some years ago as a means of overcoming this problem.

This valuable service is provided free of charge by Ontario's 31 telephone companies. It permits essential users to continue to make outgoing telephone calls when telephone systems collapse due to demand overload. All other subscribers can still receive calls during these conditions but they can't call out. Priority for restoring service goes to line load control customers.

Ontario now has 973 line load control directories representing about 15,000 individual telephone lines. Not counted in these figures are the directories compiled for federal government telephones in Ontario. Maintaining these directories up to date is not always easy and in recent years the twice yearly returns from users have been declining in both response rate and accuracy. An appeal for assistance to reverse this backward slide in emergency preparedness is beginning to pay off and we now have an 80% return rate.

If your organization has an emergency response function in which use of the telephone is essential, contact us for more information on how you could enhance that function. For those of us who don't qualify to register our business or residential phones in this program, Bell Canada pay phones are protected and if you must make a call during an overload period they should still work. You also will not be contributing to the overload problem.



# Federal funds available for municipalities

Again this year \$1.9 million was made available by the federal government to the Province of Ontario under the Joint Emergency Preparedness Program (JEPP). However, the federal share of this cost sharing program was reduced this year from 47.5 per cent to 45 per cent.

As the demand for funding assistance continues to greatly exceed the availability of funds, it became necessary to make changes to the JEPP guidelines. Marginal projects that once were approved are no longer considered.

In all, we received applications for 247 new projects before the December 31, 1989 cut-off date. At the rate of 45 per cent, the amount that would have been needed to meet the federal share of all of these projects would have been \$2,852,433.

In point of fact, because we had to make provision for projects carried over from past years (\$302,671) and for provincially sponsored projects (\$281,097) we were able to approve only 117 new municipal projects calling for a total federal share of \$1,572,270.

Yes, those numbers do add up to \$2,156,038. This simply recognizes that some municipalities will not complete their projects and by over-committing from the outset, we ensure spending all of the funds that are made available to us.

The following paragraphs provide an indication of the agonizing process by which it is determined which projects from among the many are approved and those which, regretfully, could not be approved.

## Emergency plan

One of the principal objectives of the Joint Emergency Preparedness Program is to encourage municipalities to develop and maintain an emergency plan. Therefore, applications for funds to develop or revise an emergency plan, to exercise the plan or to provide training directly related to emergency preparedness are approved. A municipality that already

had an emergency plan and applied for funding for other types of projects were given a much higher priority than a municipality that did not have an up-to-date emergency plan.

## Universality

A second objective of the JEPP program is to encourage municipalities to work together in establishing mutual aid agreements to share resources and help one another in both emergency preparedness and response. Therefore applications received on a District, County, Regional or a joint municipal basis were given a higher priority.

Other criteria used in assessing projects included: need and practical application of a project to the community, past funding, remoteness or isolation of a community, size of the community, multi-agency use of the project, and frequency of use.

## Projects to be given priority

The following types of projects received a high rating:

- The formulation of emergency plans.
- The staging of exercises to test plans and other emergency preparedness arrangements.
- Training directly related to emergency preparedness.
- Communication systems - funded

on a proportional basis.

- Emergency response vehicles and associated equipment, and mobile command posts. - (As funding limitations apply to each County, District or Region, municipalities were encouraged to confirm by telephone whether their municipality qualifies for funding for this type of project *prior* to submitting an application).
- Emergency Operations Centres - excluding construction and/or real estate costs.
- Emergency electrical generating systems (preferably mobile).
- Siren alerting systems.

## Projects unlikely to be approved

- Breathing air recharging systems including compressors, cascade systems, etc.
- Small scale projects such as a single item of equipment, hand tool or portable radio that would not contribute significantly to a higher level of emergency preparedness.
- Marine rescue vessels.
- Helicopter landing facilities.
- Computer equipment and programs for emergency management purposes.
- Training towers.

## Projects which could not be approved

- First aid training.
- Cardio-pulmonary training (CPR).
- 911 systems.
- Other projects which are considered to be a normal responsibility of a municipality such as fire-fighting, law enforcement, ambulance service, etc.
- Replacements for worn or obsolete equipment.
- Erection or modification of buildings or other real estate projects.
- Office furniture.
- Training aids such as projectors, TV sets, VCRs, etc.

## Brochures francophones

Le guide de la planification et des opérations d'urgence à l'intention des municipalités ainsi que la brochure intitulée programme conjoint de planification d'urgence sont maintenant disponibles en version française.



# Emergency workshop helps school board preparedness

Emergency Planning Ontario, in conjunction with Emergency Preparedness Canada, conducted a school board emergency preparedness workshop at the Canadian Emergency Preparedness College, Arnprior, from March 27 - 30th, 1990.

Four staff members from Emergency Planning Ontario presented the course, supported by College staff, a representative from Manitoba EMO, and a representative from the London School Board.

A total of 64 candidates attended. Of these, 38 represented Ontario boards of

education, together with three each from B.C. and Alberta, two each from Saskatchewan, Nova Scotia and P.E.I., four from each of New Brunswick and Manitoba, one from Newfoundland and five from the Northwest Territories.

Course candidates included directors of education, trustees, principals and teachers, together with health and safety officers, transportation officers and plant managers.

The three and one half day workshop included presentations on the need for emergency preparedness within the school system, the need for co-ordination of board or school plans with those of the municipality, and how to develop and test

a plan.

Following the presentations, course candidates were broken into groups of 8 - 10, and worked together on preparing plans, drafting a board/municipal agreement for the use of schools as evacuee centres, and three case studies which presented an emergency situation to be handled by the candidates. A major exercise, based on a train derailment and accompanying chlorine leak, capped the workshop.

A report card? Of course.

The workshop evaluation completed by the candidates reflected their satisfaction with the way the course met their needs and equipped them to prepare for emergency situations within their board or school.

The fourth annual workshop is set for the end of March next year. ●

**Ministry  
of the  
Environment**

**Spills  
Action  
Centre**

**1-800-268-6060  
(toll free)  
or  
Toronto  
965-9619**

The Spills Action Centre receives notification of spills to the natural environment 24 hours per day, 365 days a year. Anyone who is aware of such a spill, or other environmental concern, is encouraged to call the centre at either of the above telephone numbers.



*The Hagersville fire demonstrated the importance of fast access to specialized equipment. In addition to water bombers, heavy equipment — like this backhoe — was rented from private operators and used to drag burning tires into smaller piles.*

## **Ministry of the Solicitor General**

The Honourable Steven Offer, Solicitor General

Stien K. Lal, Deputy Solicitor General

Domenic Alfieri, Assistant Deputy Minister — Public Safety

### **Emergency Planning Ontario**

K.J.W. Reeves, Co-ordinator

J.L. Ellard, Head, Provincial/Municipal Preparedness

F.B. Ali, Head, Nuclear Emergency Preparedness

E.E. Patterson, Manager, Administration

Mary S. Cann, Editor

5th Floor

27 Carlton St.

Toronto, Ontario

M5B 1L2

Tel (416) 965-6932

965-6708

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# Planning guide available for municipalities

A new and "user-friendly" book, *Emergency Planning—a Guide to Emergency Planning for Municipal Officials* came off the press in March. It replaces an earlier version which had become slightly out of date.

Professionally written and designed, the book is broken into four sections — Why you need an emergency plan, The

planning process, How to use the plan, and Useful information. Section IV, Useful Information, includes a sample plan for the Town of Trillium. Don't go searching for Trillium on the map — you won't find it. It is a "mythical/typical" Ontario town, which will be used for a variety of training purposes.

Other sections cover the steps involved

in preparing a municipal plan, how to put together a resource directory, how to plan an evacuation and care for the evacuees, and detail on the responsibilities of various groups and individuals during an emergency. The new book is being distributed to municipalities and primary responders throughout Ontario.



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## Emergency Planning News

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Emergency Planning Ontario

Spring, 1991

General

## New computer program reunites families

For more than three decades, the Red Cross has been on the spot in peace-time emergencies with its Registration and Inquiry program — until now a manual system of filling out cards registering the victims of an emergency and other cards for those inquiring about the welfare of those victims, usually family members. The information on both those registered and those inquiring is relayed to a Red Cross central registry and matched where possible, so inquirers hear back as to the location and well-being of their loved ones.

Now, a new software program for Registration and Inquiry (R & I) has been developed by the Canadian Red Cross Society's Ontario Division, with support from the Ministry of the Solicitor General and funding from the Ontario Ministry of Community and Social Services (MCSS), and the federal Joint Emergency Preparedness Program.

"Computerizing this system will speed up the matching of inquiries and registrations immeasurably," says Marion Gamester, who has been a volunteer with the Canadian Red Cross for 27 years and is now Emergency Services Chairman for the Ontario Division.

"It's a very basic system used mainly for reuniting families who have been separated by some form of community emergency, and it has to be handled with some sensitivity and confidentiality — something we build into our training," she adds.

The computerized system should also enable emergency services planners to

assess and research various types of emergencies, with a view to making planning revisions.

The software, training manual and actual training are the work of the Red Cross volunteers and staff, who developed and tested the program. Recently senior Red Cross personnel from across

*continued on page 2*



Volunteers Alex Honeyford, Bob McCracken and Marion Gamester, the Emergency Services Chairperson for the Ontario Division of the Red Cross, test the computerized Registration and Inquiry software which reunites families in emergencies.



# Computerized R & I reunites families

*Continued from page 1*

Ontario attended a training session on the computerized R & I, and they in turn have been training their volunteers back in their communities so they will be ready to use it in the next emergency.

There is good reason for being prepared, says Alex Honeyford, operational co-ordinator with the Ontario Ministry of Community and Social Services who last year prepared a report on the issues raised for MCSS by this project.

"There have been at least forty emergencies in Ontario since 1979," says Honeyford, citing tornados, train derailments, floods and large chemical spills. "We hope this move to computerize R & I will relieve a lot of anxiety in future emergencies by shortening the time it takes to match registrations with inquiries."

The software, available in both English and French, is completely compatible with the manual card system and

will be used in conjunction with it. Dissemination of the program is encouraged, not just throughout the Red Cross system but in local governments where R & I may be conducted without the help of the Red Cross. (The Red Cross operates R & I in about 75 per cent of Ontario communities where the program exists. The other 25 per cent of the communities operate R & I out of municipal government or other offices.)

Creators of the program caution that it must not be changed or modified as all of those using R & I must have the same program so that the computers can communicate in an emergency. Inquiries and registrations can, of course, be recorded at any local R & I centre during an emergency, but these must all be relayed to one central registry/reception area if the program is to serve its purpose. The program has been designed to a national standard, and therefore can be activated

at any level, any time — provincial, national and even international.

The training manual is designed for people with little experience in operating computers, or with the R & I program itself. It operates on IBM or compatible hard-disc PCs using MS-DOS Version 3.3 or later and a 5 1/4" floppy disc drive. Potential R & I users should talk to a computer supplier as part of preparing to deliver the program.

Municipal officials responsible for local emergency planning may inquire about the computerized R & I software and training package by contacting their local Red Cross or the Red Cross Ontario Division.

The program was computerized in Ontario and will be ready for operation in Ontario communities this spring. Complete packages are also being sent to all Emergency Planning Co-ordinators in the other provinces and territories. ●

## New Minister, Deputy appointed

A new Solicitor General and Deputy Solicitor General have been appointed for Ontario.

**Mike Farnan** became Ontario's new Solicitor General on October 1, 1990, and was also named Minister of Correctional Services and Minister responsible for the Anti-Drug Secretariat.



Mike Farnan

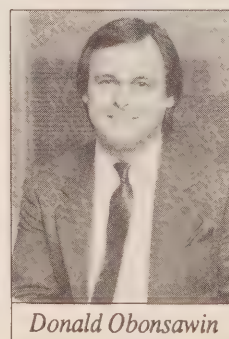
Prior to his cabinet post, he served as critic for Correctional Services, Tourism and Recreation, and Consumer and Commercial Relations.

His political career started in 1982 when he was elected Alderman in Cambridge. He served in this capacity until 1987 when he was elected as a member of the Ontario Legislature for Cambridge.

Educated in Dublin, Ireland, he received his Bachelor of Arts degree from University College, Dublin. He completed teachers' training at London University, England, and has a Masters of Education Degree in Administration from McGill University, Montreal.

As an educator, he has worked in schools in Ontario, Quebec and England. Mr. Farnan is married and has two sons.

**Donald Obonsawin** was appointed Deputy Solicitor General on February 1, 1991. Prior to this appointment, Mr.



Donald Obonsawin

Obonsawin served as Deputy Minister at the Ministry of Intergovernmental Affairs (1989-91), and at the Ministry of Municipal Affairs (1987-1989).

He earlier served in the federal government as Assistant Deputy Minister of Human Resources for the Department of Indian and Northern Affairs, and Director General, Operations, Medical Services Branch, Health and Welfare

Canada.

Mr. Obonsawin completed his undergraduate studies at Laurentian University in Sudbury and continued graduate studies at Laval University in Quebec City. An Abenaki Indian, he is married and has two young daughters. ●



*System allows fairer distribution*

## New allocation of CEPC courses

As usual, vacancies for courses at the Canadian Emergency Preparedness College at Arnprior are a sell-out. No sooner had the 1991-92 course calendar gone into the mail than the fax machine, the phones and the mail at Emergency Planning Ontario delivered requests for bookings — more requests than can be met.

All is not lost, though, if your application for spring (April - June) courses didn't make it to the head of the line.

This year, Emergency Planning Ontario has taken a new approach to course bookings. In the past, applications tended to be dealt with on a first-come, first-served basis, with the result that the whole year's worth of vacancies were swallowed up by the end of April.

This year, the bookings are being handled on a term basis. Spring applications have been dealt with, and these courses are full.

Applications for the fall (September -

December) term will be reviewed in June, and winter (January - March) term in October. In that way, applications can be reviewed on the basis of the community's need for training, with priority given to those municipalities who have had few (or no) previous training courses.

Will all applicants get a vacancy? Probably not, but they can be assured that the needs of each municipality were assessed before the vacancies were allocated. ●

## Disaster relief available for municipalities

Financial assistance may be available to individuals who have sustained severe damage as the result of an emergency.

Winston Easton, Manager of the Cambridge Regional Office of the Ministry of Municipal Affairs, outlined some of the program details at the Emergency Planners Conference in September.

The Ontario Disaster Relief Assistance Program, administered by the Ministry of Municipal Affairs, is intended to alleviate hardship suffered by homeowners, farmers and small businesses whose essential property has been damaged as the result of a natural emergency such as a tornado, flood or forest fire.

While not intended as a substitute for insurance coverage, the program will usually contribute up to one dollar for every dollar raised by the community at large to help disaster victims.

Municipal councils (or other local boards in areas without municipal government) play a major part in getting relief operations under way.

Only the Ontario Cabinet can designate a "disaster area", but one or more councils in the effected area can pass a resolution asking the Minister of Municipal Affairs to recommend that designation to Cabinet.

Once this has been done, council should (by resolution) appoint a disaster relief committee which will appraise

losses (in conjunction with insurance adjusters or independent appraisers), organize fund raising activities both inside and outside the affected municipality,

and ultimately distribute funds to the victims. More detail on the program can be obtained from the Ministry's Field Management Branch. ●

### *Tribal council holds course*

Emergency Planning Ontario, supported by Indian and Northern Affairs Canada (INAC), conducted a basic emergency planning course for the Mushkegowuk communities in Moose Factory. The course was conducted during the last week of February and covered a range of topics including the development of emergency plans at the community level.

The Cree have inhabited the Hudson and James Bay area for hundreds of years and have learned to survive the sometimes harsh conditions of the North. Annual flooding due to spring break-up has become even more of a problem for the people who now live in permanent settlements along the Moose, Albany, Attawapiskat and Winisk Rivers. Traditional lifestyles and survival skills are still effective for those able to use them.

The difficulties faced by the communities relate to the permanent location of the non-traditional or more modern settlements. Today the people

must be prepared to evacuate the young and elderly, from their homes to host communities during floods or any other emergency. The changes in the way the people live have lead them to the conclusion that emergency planning is required for their permanent communities.

The Mushkegowuk Council approached Emergency Planning Ontario seeking assistance in the development of emergency plans for all of their communities. The response to this request culminated in a basic emergency planning course which was attended by 28 participants from the local communities, INAC, OPP, and the Ministry of Natural Resources. The end of the Mushkegowuk Council Emergency Planning Course is only the beginning for the emergency preparedness in the area.

Emergency Planning Ontario looks forward to future emergency preparedness initiatives in this area and to all First Nations throughout the province.



# Harrow emergency evacuation shows importance of planning

The Town of Harrow experienced a number of problems during a serious fire last June, which demolished a farm supply warehouse at the Harrow Farmers' Co-operative.

Clouds of thick, black smoke poured from the building, and shortly after the fire broke out — and mutual aid had been summoned from other fire departments — it was decided to evacuate the north end of the town, and the north-east part of Colchester South Township. Residents were evacuated to a local church and to the legion.

After midnight the wind direction changed, and an order was given to evacuate the entire town and part of the township. Approximately 3,000 people were evacuated, including about 80 nursing home residents. An evacuee centre was set up in the Kingsville District High School, but only 400 evacuees made use of it. By approximately 4:00 the following morning, the fire was out.

Contaminated run-off from the blaze was controlled by gravel and sand dikes built by employees of the co-op, and the town and township works departments.

Air quality tests conducted later that morning by the Ontario Ministry of the Environment showed no toxic contamination of the air, and the evacuees were allowed to return home. They were, however, asked to refrain from eating local produce from farms and gardens until testing for contamination had been completed. This ban was lifted the following day.

The remains of the building were torn down and removed, but at one point the threat of rain forced officials to cover the site with a plastic tarp to prevent rain from carrying away more chemicals, and more trenches were dug around the site to contain the water.

Even so, more than 1,000 dead fish were found nearby, and two beaches were closed because high levels of pesticides were detected in the water.

Communications was a problem, as it often is during emergencies. The frequency used by the Harrow and Colches-



*Noxious fumes from a fire in this farm supply warehouse forced emergency officials to evacuate the town of Harrow and part of the neighboring township. Special measures were necessary to prevent run-off of contaminated water from the site.*

ter South Fire Department did not have the capability of reaching either the County or the Fire Marshal frequencies, and messages had to be relayed through a third party. In addition, numerous telephone calls came in on the emergency line — since that was the only published number.

The telephone problem has been solved. Since the fire, new lines have been installed. A general inquiry number and an emergency number have been published, and an internal fire department number is unpublished and reserved for fire fighting personnel.

A report on the incident has recommended that the communications system be upgraded to allow it to reach other frequencies.

Crowd control proved to be a problem for front line workers trying to fight the blaze, as curious spectators and the media got in the way.

The post-fire report noted the need to establish both inner and outer perimeters around the site. The inner perimeter would enclose the actual site, and the outer perimeter — some distance back — would

leave more space for responders to work without interference.

Dealing with the media also presented some problems, as the media approached various local officials for interviews both during and after the fire. The report notes that a single spokesperson should be appointed to work with the media, and that his or her role should be clearly outlined in the plan. The report also notes the need to escort the media close to the site for photographs.

The report also noted the need to review and revise the town's emergency plan, and to test it at least once during the three year term of each municipal council.

As well, the report recommended that municipal officials attend training courses at the Canadian Emergency Preparedness College in Amprior. (Mayor Peter Timmins attended the Mayors and Elected Officials Course in April.)

Last — but by no means least — the report recommended that the town and the surrounding township should consider the idea of developing a joint emergency plan.



## *What's new at NEP*

# Regional committees formed and active

Now that all of the site specific Provincial Nuclear Emergency Plans are complete and issued, the focus of the NEP section of Emergency Planning Ontario has shifted to just what the acronym implies - Nuclear Emergency Preparedness.

With five areas affected by nuclear facilities (in each of Durham Region, Metro Toronto, Bruce County, Renfrew County and Essex County), preparedness is a major undertaking! In a past issue we mentioned that Regional Nuclear Preparedness Committees (RNPCs) were in the process of being established. Now fully functioning, these committees have the responsibility of supervising, on an ongoing basis, a comprehensive preparedness program at the municipal level. To insure a coordinated improvement in all areas of preparedness work, the committees have been assigned clearly defined standards which they are trying to achieve. The Municipal Preparedness Standards is a document issued by the

NEP section of Emergency Planning Ontario to serve as a guideline for preparedness action by municipalities.

## **Bruce**

The Ontario Hydro Bruce Nuclear Power Development in Bruce Township could affect portions of Bruce and Kincardine Townships and the Village of Tiverton, should an accident occur. The Chairman of the Bruce RNPC, Ron Andrews, the Reeve of Bruce Township, also acts as the Head of a Municipal Control Group in the event of an accident. Under his lead, the Municipal Control Group successfully participated in an exercise for an emergency at the Bruce Nuclear Power Development. Thanks to a lot of hard work by many local people, it proved to be an effective and efficiently functioning Operations Centre.

## **Chalk River**

AECL's Chalk River Laboratories could affect portions of the Township of Rolph, Buchanan, Wylie and McKay, the Village of Chalk River, and the Town of Deep River if an accident were to occur. Mayor Lyall Smith, of the Town of Deep River, is the Chairman of the RNPC. His committee is making major steps in increasing preparedness. A workshop and a series of drills (mini exercises) are under way to ensure that those responding to an emergency know exactly what to do.

## **Essex**

The Essex RNPC was established in May 1989 under the chairmanship of Gregory Stewart, Reeve of Anderdon Township and Warden of Essex County to increase preparedness in the event of an accident at the Fermi 2 nuclear facility in Monroe, Michigan just across the Detroit River from Amherstburg. Since its inception, the committee has a number of major achievements to its credit. Most recently, this includes the completion and approval of their municipal nuclear emergency plan.

## **Durham**

Durham Region has two large generating stations within its boundaries, Pickering NGS and Darlington NGS. With the heavily populated residential, commercial and industrial areas within the area surrounding these stations, the task of ensuring the safety of the population is even more complex.

Jack McCorkell, Director of Occupational Health and Safety was nominated by Durham Region to chair their RNPC. The committee is actively pursuing a phased program to improve the state of preparedness.

## **Metro**

A portion of the Metropolitan Toronto area could be affected should an accident occur at the Pickering NGS. Staff Inspector Doug Walker of the Metropolitan Toronto Police Force has replaced retiring Staff Inspector Terry Marchant as the Chairman of the Metro RNPC. We would like to thank Terry for all his hard work and to welcome Doug. The Metro RNPC has done much work over the past months to assure a high level of preparedness in Metro emergency centres. ●

## ***Emergency Response 91***

The Major Industrial Accidents Coordinating Committee (MIACC) will present ER '91, the third international conference to discuss the latest in prevention, preparedness and response to dangerous substances in Calgary on May 28, 29 and 30.

The conference will focus on the integration of technology, equipment and people into an effective system to handle accidents involving dangerous substances. For further information, please contact:

Paula Giles  
MIACC  
Suite 421, 360 Laurier W  
Ottawa, Ontario K1A 0N5  
Phone: (613) 990-1133

## **POP course changes**

Please note that there is a change in the schedule for Plans and Operations — Peace courses at the Canadian Emergency Preparedness College in Amprior.

Course No. 1282, October 21 - 25, will now be conducted in French. Course No. 1292, November 18 - 22, will be conducted in English.

Those who have requested a place in either of these courses should note the change, and advise Emergency Planning Ontario as soon as possible if they can attend on the amended dates.



# Tornado season starts; so do workshops

The April start of the tornado season in Ontario was marked by tornado awareness workshops in Essex County and in Haldimand-Norfolk Region.

Almost 200 municipal officials, police and firefighters were on hand for Project Tornado in Windsor, while 100 attended in Port Dover.

Project Tornado, which is in its fourth season, was designed and developed through the joint efforts of the Atmospheric Environment Services (AES) of Environment Canada, and Emergency Planning Ontario.

Following a presentation on tornadoes and their effects, and an update on emergency preparedness, delegates worked through a case study which includes the pre-tornado warning phase, followed by a simulated tornado touch-down and the activities necessary to respond.

A touch of urgency was added to the Windsor workshop, as actual severe weather warnings were issued by AES in response to heavy thunder storms in the area.

As part of the joint federal-provincial tornado awareness program, Ontario Solicitor General Mike Farnan addressed the Windsor workshop, and took part in a press conference to highlight the beginning of the tornado season in Ontario.

Mr. Farnan also wrote to each Ontario municipality, noting the beginning of the tornado season, and asking that they ensure that their citizens know the precautions to take in the event of a tornado.

Ontario experiences an average of 25 tornadoes each year. The majority of these in the past have occurred in southwestern Ontario, although tornadoes have been reported in all parts of the province. Of these, 90 per cent are considered "weak", but a disastrous tornado can be expected somewhere in the province about once every four years. Last October, a tornado in Elgin County caused widespread damage, but no injuries were reported.

Historically, 50 per cent of Ontario's severe storms have been reported between Kitchener and Windsor, within 60 km of Highway 401.

Environment Canada's weather staff provide forecasts and warnings to the



*Project Tornado, now in its fourth year, helps emergency response officials prepare for the havoc tornadoes can cause, like the damage caused to this house by the Central Ontario tornado of 1985. Ontario has an average of 25 tornadoes a year, and a disastrous tornado can be expected somewhere in the province once every four years.*

public by way of radio and television stations, the press and through 14 weather offices across the province. This year, media advisories issued by Environment Canada will include appropriate advice for the public.

Weatheradio, a twenty-four hour VHF weather channel with a warning alert

feature, is also available in Ottawa, Toronto and central Ontario through a Weatheradio repeater station in Collingwood as well as Thunder Bay, Sault Ste. Marie and Windsor. Plans are under way to expand the network to Kingston, Niagara, Sarnia and the north channel of Georgian Bay. ●

## *New rapid-dial number for emergencies caused by dangerous goods*

Ontario and Quebec subscribers to Bell Cellular can call CANUTEC in an emergency by pressing Star "\*" 666 on their cellular telephone.

Please note that the cellular number is for emergency calls only. Information calls regarding TDG regulations and other non-emergency calls should be directed to CANUTEC's information telephone

number, (613) 992-4624. If calling on the normal telephone system in an emergency, call CANUTEC collect at (613) 996-6666.

CANUTEC, a Transport Canada agency, has information on more than 200,000 chemicals in its data bank, and assists emergency response personnel in handling dangerous goods emergencies. ●



# Co-ordinator's Column

by K.J.W. Reeves

**I**n this edition of *Emergency Planning News* I want to give you a brief overview of a few of the activities Emergency Planning Ontario has addressed during the past winter. Fortunately, we had no major emergencies, so we were able to accomplish a good deal from behind our desks.

The Hagersville Tire Fire was extinguished more than a year ago, but the memory lingers on! A number of lessons were learned, (and relearned!) as a result of this operation, and Emergency Planning Ontario staff have been busy during the winter translating those lessons into practical reality.

The Provincial Emergency Plan has been rewritten and we expect it to go to Cabinet for approval shortly. As well, operational procedures for Provincial Liaison Teams (PLTs) have been developed and equipment procured to ensure they can perform their tasks in support of municipalities who face

emergency situations. Procedures and plans for dealing with the media are also being updated. However, a good deal remains to be done during the coming months.

We are also currently working to amend the Emergency Plans Act, 1983. The major amendment will be to clarify and confirm the county's authority to develop emergency plans — something that is long overdue.

Elsewhere in this newsletter is an article on our proposed training program. Ontario is only getting about 10 per cent of its training requirements met at the federal training centre in Arnprior, Ontario. While the training received is of high quality, we must clearly develop our own courses to meet the very extensive shortfall we currently face.

I expect that this training program will become the centre-piece and first priority of our activities during the rest of this decade. When the details of the program

are further developed, they will be passed on to communities through this newsletter.

We are also conducting negotiations with Indian and Northern Affairs Canada to take responsibility for emergency training, planning, preparedness and response are in their final stages. Once this agreement is reached, First Nations communities will be able to participate in all emergency activities conducted by Emergency Planning Ontario or other provincial agencies.

Finally, a management study of Emergency Planning Ontario is currently under way — in fact is almost completed. Its aim is to review our organization and mandate to ensure that our current and future activities will be conducted in the most efficient manner to ensure the best possible program delivery to our most important clients — the municipalities of Ontario. ●

## Spills Action Centre

The Spills Action Centre operated by the Ministry of the Environment receives notification of spills to the natural environment 24 hours per day, 365 days a year. Anyone who is aware of such a spill, or other environmental concern, is encouraged to call the Centre at either of the following telephone numbers.

**1-800-268-6060**  
(toll free)  
or  
**Toronto**  
**965-9619**

### Ministry of the Solicitor General

The Honourable Mike Farnan, Solicitor General  
Donald Obonsawin, Deputy Solicitor General  
Domenic Alfieri, Assistant Deputy Minister, Public Safety

### Emergency Planning Ontario

5th Floor, 27 Carlton St.  
Toronto, Ontario M5B 1L2  
Tel (416) 965-6932, or 965-6708

K.J.W. Reeves, Co-ordinator  
J.L. Ellard, Head, Provincial/Municipal Preparedness  
F.B. Ali, Head, Nuclear Emergency Preparedness  
H. Mitsopoulos, Acting Manager, Administration  
Mary S. Cann, Editor

Issue #7 ISSN 0835-779X



# Oil contingency plans activated as part of Canadian response to Gulf war fuel crisis

What happened to oil supply and prices during the Gulf crisis, and what actions were taken by all levels of government?

The International Energy Agency (IEA) responded to the Iraqi invasion of Kuwait by closely monitoring the oil supply situation and asking all member countries (including Canada) to place their response systems on alert. After war broke out in the Gulf the IEA swung into action, invoking its co-ordinated energy emergency response contingency plan to supply an extra 2.5 million barrels of oil a day within 15 days to world oil markets.

Canada responded to the Iraqi invasion of Kuwait by immediately initiating consultation with provinces, industry and consumer organizations and with other countries through the IEA. Liaison with the oil industry was increased, monitoring of markets and data collection were intensified, an advertising campaign promoting voluntary demand restraint was initiated in collaboration with the provinces, and a 1-800 public energy inquiry hotline was established. A task force on oil demand restraint within the federal government was formed and an emergency operations was established at the Energy, Mines and Resources headquarters in Ottawa.

Canada's response also involved the intensification of energy conservation measures within the federal civil service and requesting provinces and territories to implement a voluntary demand restraint measures program.

In response to the Gulf situation the Ontario Ministry of Energy implemented the Province of Ontario Contingency Plan for Oil Shortages. Ontario continued to emphasize energy conservation measures through the Ministry's "Energy and You" print advertising, aimed at the transportation and residential sectors.

An emergency organizational structure (called the Provincial Standby Organization) to manage a crisis of this sort was activated and an Energy Operations Centre was ready, if needed. Monitoring of

prices and supply and demand was intensified. Government ministries with their own contingency plans were put on alert and a review of draft legislation, to be implemented if the situation deteriorated, was undertaken.

Had the Gulf War continued, municipalities would have been requested to promote voluntary measures in their jurisdictions and to implement measures to reduce municipal use. If the situation had worsened, municipalities would have been involved in implementing measures to reduce oil consumption while continuing the provision of services and increasing public transit. Staff were appointed to

the municipal co-ordinator and municipal liaison officer positions in the Provincial Standby Organization and were ready to assist municipalities and the co-ordinate the provincial/municipal response to the crisis.

Although the Gulf War did not create an actual shortage of oil, the exercise showed that the IEA and its member countries are capable of responding to an international oil emergency. In Canada, the federal government, provincial/territorial governments and the Canadian oil industry co-operated fully in the development of an integrated national response to a potential emergency. ●

## *Municipalities urged to plan for emergency oil shortages*

An overview of oil supply and use and planning steps Ontario municipalities should take to deal with possible shortages was presented to delegates at the Emergency Planners Conference.

Olja Muller, Co-ordinator of Provincial Energy Contingency Planning, Ministry of Energy, was one of the speakers during the conference and highlighted the need for municipalities to develop a profile of their oil use, and ways to reduce it if supply shortages occur.

If there is a shortage, municipalities will have to maintain essential public services, and in many cases will have to meet an increased demand for public transportation.

In addition to municipal buses, vehicles such as garbage trucks, road graders, bulldozers, snow plows, police cruisers and fire trucks all require fuel, as do municipal employees who use their own vehicles on municipal duties such as social service or public health business.

Planners must also consider the municipal buildings which are heated by oil.

These might include schools, homes for the aged and similar institutions, as well as municipal offices and garages, the fire hall and police station.

Planning for an oil shortage at the local level is necessary because municipalities are responsible for the provision of a wide range of programs and services which must be maintained even if there is an oil shortage.

The municipal level of government will be able to take the most effective actions during an oil shortage, since they are in the best position to assess the potential for local energy savings in their own operations and in the community.

They will also be able to implement a variety of measures to reduce oil consumption much more effectively and effectively if they have developed a plan for this purpose.

The Ministry of Energy has been working since 1984 to ensure a co-ordinated response by all levels of government in the event of an oil shortage. ●



# Major Ontario Emergencies in 1992

## *Attawapiskat Flood Evacuation*

On May 15, 1992, as the result of flood threats along the Attawapiskat River in the James Bay region, the First Nation community of Attawapiskat declared an emergency. Approximately 75 mainly elderly residents and hospital and chronic care patients were evacu-

ated by air to Moosonee. By May 19, a total of 415 residents had been evacuated to the Moosonee/Moose Factory area. An Evacuee Centre had been set up to house 110 of the evacuees, with the remaining evacuees staying with friends and relatives in the area. An additional 500 evacuees were transported by heli-

copter to temporary camps at Twin Island, Ekwan and Akimiski Island. Nearly 300 residents remained in the community.

By May 20, water levels in the Attawapiskat River had peaked, and the emergency was terminated. Arrangements to transport the evacuees

*Continued on page 3*

## EMERGENCY PLANNING NEWS

### Emergency Planning Ontario

Spring, 1993

Ministère du  
Solliciteur général  
et des Services correctionnels

the Solicitor General  
and Correctional Services

## *Bigger and better than ever*

# EPO re-organizes programs, adds staff

Over the past few months we have seen some significant changes here at Emergency Planning Ontario (EPO). It all started last fall with the appointment of Jim Ellard as the new Coordinator, which followed the retirement of Ken Reeves after 12 years of distinguished service. Shortly thereafter, the two main EPO programs, Nuclear Emergency Preparedness and Municipal-Provincial Emergency Preparedness were dismantled and replaced with two new programs: Preparedness and Training & Education.

### *Training & Education Program*

As part of a shift toward increased training and education, the new Training & Education Program was established late in 1992 with the appointment of F.B. Ali as the Manager. F.B., who is also the Deputy Coordinator for EPO,

moved into this new position following more than a decade as head of Nuclear Emergency Preparedness. F.B. oversees three sections: Training, Public Education and Exercises.

This move was followed by the appointment of Mary Cann as Head of the new Training Section, and the hiring of Eleanor Carter and Kathy

Kerr as EPO's new Training Officers. A third Training Officer will come on board later this year.

Mary moved into her new position after eight years of experience with EPO. Eleanor comes to the Training Section following 22 years of service with the Ontario Provincial Police, and Kathy brings six years of experi-

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**The Emergency Planning Ontario Team:**

**1st row,** Eleanor Carter, Randy Reid, Aadu Pilt, Ada Hui, Gail Tandy. **2nd Row:** Ifti Ahmad, Rosalind Collins, Jim Ellard, Maureen Griffiths, Rose Mohan, Kathy Bleyer, Kathy Kerr. **3rd row:** Angela Prawzick, Anthea Jones, Malcolm Scott, F.B. Ali, Doug Harrison, Shirley Chen, Mary Cann. Absent: Helen Mitsopoulos



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# EPO re-organizes programs, adds staff

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ence working at the Ministry of Natural Resources and our own Ministry of the Solicitor General and Correctional Services. You'll be seeing quite a bit of Mary, Eleanor and Kathy as they take the Emergency Planning & Response Course on the road again this year.

Rounding out the Training & Education complement is Angela Prawzick, the new Public Education Officer. Angela comes to EPO following nearly three years as the Emergency Planning Officer for the City of Cornwall.

Largely as a result of fiscal restraint, the Exercises Section has not yet been staffed.

## *Preparedness Program*

Last fall also saw the appointment of Doug Harrison as the new Manager of Preparedness. Doug first came to EPO in 1990 following 29

years of experience with the Canadian Armed Forces. Maureen Griffiths, who has been with EPO for four years, was appointed Head of the new Community Preparedness Section. Randy Reid continues as the Area Officer for Southern Ontario. Two new Area Officers, Calvin Harasemchuk and Ron Erickson, begin work in April from Thunder Bay and Sudbury respectively. They will cover the Northwestern and Northeastern portions of the province.

Rounding out the Preparedness Program is the Provincial Preparedness Section. It is an amalgamation of the previous Provincial and Nuclear Preparedness Sections. Headed by Ifti Ahmad, who has spent the last four years with EPO, this section includes: Dr. Aadu Pilt, Senior Scientific Officer; Malcolm Scott, Senior Operations Officer; Kathy

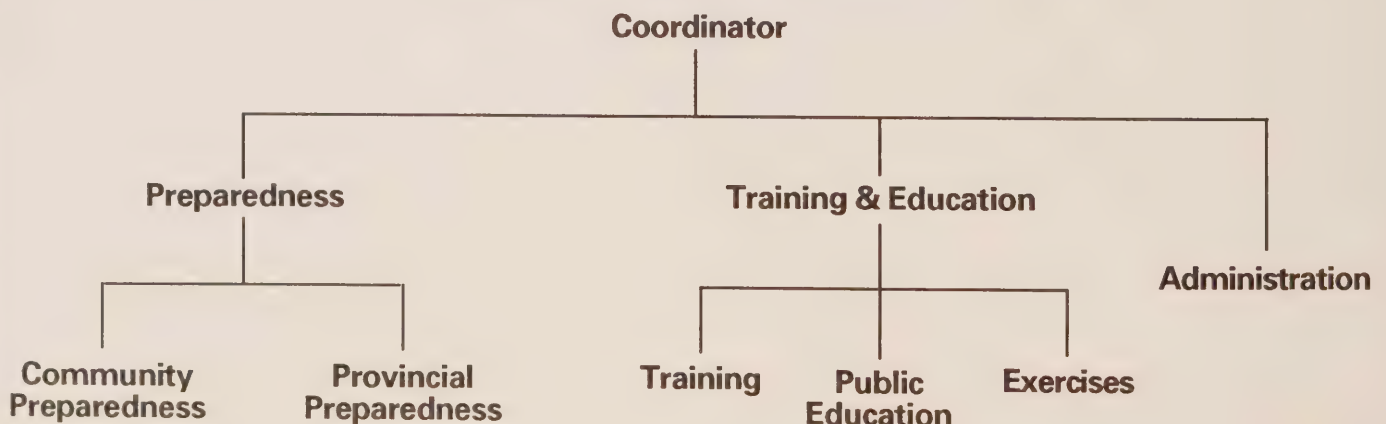
Bleyer, Senior Planning Officer Provincial Preparedness; Rose Mohan, Preparedness Program Coordinator; and in the near future, a new Senior Planning Officer, Federal/Provincial Preparedness.

## *Administration*

Shirley Chen, Manager of Administration, oversees all office administration matters. Rounding out the administration staff are Helen Mitsopoulos, Office Coordinator, Gail Tandy, Secretary, and Rosalind Collins, Ada Hui and Anthea Jones, Clerk/Word Processing Operators.

We're excited about the many changes that have taken place at Emergency Planning Ontario over the past few months. And we look forward to continuing our work with many people from across the province. Together we can improve emergency preparedness in Ontario. ●

## *Emergency Planning Ontario Organization Chart*





# Major Ontario Emergencies in 1992

## *Continued from page 1*

back to the community began the following day. By May 22 all residents were back in the community. No damage was reported.

## ***Longlac Train Derailment and Evacuation***

At approximately 8:45 a.m. on May 25, 1992, a CN train travelling from Winnipeg to Toronto derailed in the Town of Longlac, 30 kilometres east of Geraldton. Nineteen cars were involved including four containing anhydrous ammonia, one of which was leaking. The town's Emergency Operations Control Group quickly assembled at the Ontario Provincial Police Detachment. It ordered a downwind evacuation of nearly 600 residents within 800 metres of the derailment site to a nearby church, and the Mayor formally declared an emergency.

Due to shifting wind conditions, the evacuation zone was expanded that night and again the following day. By May 26, the evacuees numbered approximately 1,400, and an Evacuee Centre was set up in Geraldton. Some evacuees also made their own arrangements for accommodation in Hearst, Kapuskasing and Geraldton, and in the unaffected areas of Longlac.

By May 28, off-loading and lifting operations involving the affected tankers were complete. Residents were allowed to return to their homes after the emergency was terminated by the Mayor at 12:00 p.m.

## ***Summer Beaver Forest Fire and Evacuation***

By mid-June, forest fires were moving dangerously close to the First Nation community of Summer Beaver,



Recovery operations at the site of the Longlac train derailment.

Photograph: Longlac O.P.P.

ver, situated 360 kilometres north of Thunder Bay. On June 13 the community officially declared an emergency. A total of 208 residents were evacuated by Ministry of Natural Resources (MNR) aircraft to the community centre in Geraldton. The remaining 68 residents and MNR firefighters continued to protect the community and its buildings from the approaching fire. Two days later these residents were also evacuated to Geraldton.

MNR firefighting operations, which included four helicopters and three fire crews, concentrated on protecting the major buildings, including the saw mill and houses. They were able to control a number of spot fires and prevent any serious damage to structures or dwellings.

By June 20 the fire had burned past the community and the evacuated residents were able to return to their homes. This was the fifth time in six years that Summer Beaver was evacuated because of forest fires.

## ***Southern Ontario Snow Emergency***

By December 11, 1992, heavy snowfall and blowing winds blanketed Southern Ontario and led to the closure of highway 401. Weather reports calling for more snow and high wind conditions led officials in the City of Belleville to implement the Emergency Plan.

The Emergency Operations Control Group (EOCG) was activated. The School Board was placed on alert, and a high school was opened for emergency shelter. Belleville Transit was placed on alert for possible emergency transportation. Arrangements were made for the emergency use of local snowmobiles and 24 hour access to a local grocery store for emergency food supplies. And snow removal equipment kept key areas open.

Although it was a rough evening, by 10 p.m. conditions began to improve, and by the next morning the Control Group stood down. ●



# Tornadoes touch 25 Ontario towns each year

It's that time of year again — tornado and severe weather season. Our long-awaited spring has brought not only brighter sunshine and warmer weather, but also the threat of severe thunderstorms and even tornadoes. Environment Canada reports that severe thunderstorms and tornadoes can occur anywhere in Ontario, mainly between the months of May and August.

While most tornadoes occur in rural areas, an average of 25 tornadoes touch down in or near populated areas in Ontario each year. That's one-third of all the tornadoes in Canada. The Kenora-Thunder Bay area and most of Southern Ontario are at highest risk. Last year the Ontario Weather Centre reported a total of 13 tornadoes across the province. Most of these occurred in the Southern Ontario corridor between Windsor and Perth. Several also hit northern areas around Parry Sound and Timmins. No injuries were reported, although some homes, buildings and



Tornadoes don't strike just wooded areas and fields. This is what Highway 400 looked like after tornadoes hit the Barrie area in 1985.

trees were damaged.

Environment Canada reports that tornadoes can have wind speeds of up to 450 km. per hour and move along at between 20 and 90 km. per hour. They leave a path of destruction 100 metres wide. Large tornadoes can destroy areas up to two kilometres wide. Tornadoes need hot

and humid weather. They tend to occur during the hottest period of the day, usually the late afternoon or early evening. People who have experienced the terrible force and destructive powers of a tornado have said that it passes quickly, usually within a minute, and that it sounds like a large and very loud train. ●

## NEW NUCLEAR EMERGENCY PUBLIC EDUCATION BOOKLET

Ontario Hydro has just distributed new public information booklets to all homes and workplaces within a 10 kilometre radius around each of Ontario's three nuclear facilities.

The booklets were developed jointly by the Ministry of the Solicitor General and Correctional Services, Ontario Hydro and local municipalities. They contain information about what a nuclear emergency is and the local and provincial plans now in place

around each nuclear facility. They also explain how to protect your health and what to do in the event of an evacuation.

Residents living near the Darlington, Pickering and Bruce nuclear facilities can pinpoint their exact evacuation route and reception centre on the maps provided in these booklets.

In the event of a nuclear emergency, residents will be alerted by emergency vehicles with sirens and loudspeakers. Radio and television

stations have also been designated to carry emergency information and instructions.

Depending on the nature of the emergency, some residents may be told to stay inside and close all windows and doors, or asked to move to their reception centre. Lists of what types of supplies to take, how to care for pets and livestock, and what to do before leaving are also provided in the booklet.



# Emergency planning and response courses for 1993-4

It's time to sharpen those pencils and put on the thinking caps. Emergency Planning Ontario will be out on the road again this year conducting 20 Emergency Planning & Response (EPR) Courses throughout the province.

This three-day course is for anyone who plays a key role in planning for, or responding to, a community emergency. This includes Members of Council, emergency coordinators, volunteers and candidates from fire, social services, public works, police and emergency medical organizations.

Instructors use lecture presentations, case studies, and exercises involving a number of emergency scenarios, to provide students with the basic knowledge needed to prepare plans and respond to emergency incidents. The wide variety of topics covered in this course include:

- what an emergency is
- how to develop an emergency plan
- how to request emergency assistance
- public information and emergency telecommunications
- introduction to coordinated emergency response, site management and evacuation planning
- preparation of resource lists
- notification or call-out systems

To request space on a course, please write to Emergency Planning Ontario, specifying the date and location of the course you wish to attend. Also

indicate your planning and/or response role. Courses will be booked approximately two months in advance. Tuition is free, although students are required to provide their own lunch, and accommodation if necessary.

The EPR Course is the equivalent of the Plans and Operations (Peace) Course conducted at the Canadian Emergency Preparedness College in Arnprior. Graduates are eligible for advanced courses, such as Emergency Operations, Emergency Site Management, Emergency Information and Exercise Design. ●

## 1993 - 4 EPR Course schedule

### 1993

April	20 - 22	Mississauga
May	4 - 6	Lindsay
May	18 - 20	Waterloo
June	1 - 3	Kenora
June	15 - 17	Geraldton
June	21 - 23	Sault Ste. Marie
July	6 - 8	Orangeville
July	13 - 15	Cornwall
Aug.	31 - 2 Sept.	Sioux Lookout
Sept.	14 - 16	Timmins
Sept.	21 - 23	Moosonee
Oct.	5 - 7	Hamilton
Oct.	19 - 21	Walkerton
Oct.	26 - 28	Pembroke
Nov.	2 - 4	Barrie
Nov.	16 - 18	Ottawa
Nov.	23 - 25	London
Nov.	30 - 2 Dec.	Sarnia

### 1994

Mar.	15 - 17	Aurora
Mar.	22 - 24	Belleville

## Emergency preparedness in First Nations communities

In 1992, the Ministry of the Solicitor General signed an agreement with Indian and Northern Affairs Canada which established that Emergency Planning Ontario would provide emergency preparedness and response assistance to Ontario's 126 First Nations communities.

Since that time field staff have visited 15 First Nations communities in Southern Ontario to explain and offer Emergency Planning Ontario services, to listen to feedback on the delivery of these services, and to begin assisting in the development of emergency plans. This work will continue into Northern Ontario this year with Emergency Planning Ontario's two new Area Advisers, based in Thunder Bay and Sudbury.

Part of this work includes training available through the Emergency Planning & Response Course, which began last year and will continue with even more courses in 1993.



# New minister and deputy minister named

On February 3, 1993, the Right Honourable Bob Rae, Premier of Ontario, announced a number of significant Cabinet changes.



David Christopherson

Among them was the amalgamation of the Ministry of the Solicitor General, responsible for Emergency Planning Ontario,

with the Ministry of Correctional Services.

This announcement brought with it a new Minister and Deputy Minister for Emergency Planning Ontario.

**David Christopherson**, who had been Minister of Correctional Services since September of 1992, was appointed Solicitor General and Minister of Correctional Services.

Mr. Christopherson, 38, the MPP for Hamilton Centre and a life-long resident of Hamilton, entered provincial politics in 1990. Prior to his election, he served for five years as a Member of Council in Hamilton, and Member of Regional Council for Hamilton-Wentworth.

Mr. Christopherson has also worked on the staff of former Member of Parliament Ian Deans.

Mr. Christopherson's political career began while working at International Harvester (now J.I. Case). In 1979, at the age of 25, he was elected to the first of two terms as president of the United Auto Workers local 525.

Mr. Christopherson is married with one young daughter.

**Michele Noble**, who had been Deputy Minister of Correctional Services since September of 1992, was appointed Deputy Solicitor General

and Deputy Minister of Correctional Services.

Prior to this appointment, Ms. Noble served as Deputy Minister,



Michele Noble

Ministry of Revenue, and Assistant Deputy Minister, Operations Division, Ministry of Community and Social Services.

Ms. Noble began her career with the Ontario Public Service in 1974 when she joined the Management Board Secretariat. She holds a degree in economics from the University of Western Ontario in London and an MBA from York University in Toronto.

## Jim Ellard appointed new head of EPO

Emergency Planning Ontario is pleased to announce the appointment of Jim Ellard as its new Coordinator. Jim brings with him a



Jim Ellard

wealth of experience to his new position. Prior to his appointment in August, 1992, Jim served as Emergency Planning

Ontario's Deputy Coordinator and Head of Provincial-Municipal Emergency Preparedness. Before

joining Emergency Planning Ontario in 1981 as its Deputy Coordinator, Jim served for 28 years in the Canadian Armed Forces.

Jim has already accomplished a great deal since taking over leadership of Emergency Planning Ontario, most notably, overseeing the reorganization of the office and the hiring of new staff members.

All of us here at Emergency Planning Ontario extend a big welcome to Jim in his new role, and look forward to serving under his strong leadership.

Emergency Planning Ontario would also like to bid a fond farewell to Ken Reeves, who left the

Coordinator's chair last June after 12 years of distinguished service. Ken joined Emergency Planning Ontario as Deputy Coordinator in September, 1980, and was appointed its third Coordinator the following August.

Among his main accomplishments while with this office, Ken cites the positive impact Emergency Planning Ontario has had in developing a provincial awareness on the need to prepare for emergencies.

We would like to wish Ken all the best as he pursues various emergency planning projects in British Columbia, and devotes time to enjoy the beautiful scenery and sailing conditions around Vancouver Island. ●



## Coordinator's column

It is with great pleasure that I welcome you to this issue of *Emergency Planning News* as the new Coordinator of Emergency Planning Ontario (EPO).

We're excited about the many changes that have taken place here over the past year. As you'll read in other parts of the newsletter, we're bigger and better than ever, with more staff and added responsibilities which will help us to serve you better. We're especially proud of our Emergency Planning & Response Course, which will once again take to the road this April to provide you with the information you need to develop your emergency plans. We all hope you'll never be faced with an emergency, but it's reassuring to know that the training our course offers will help your emergency response to be better coordinated and more efficient. And that saves lives.

A total of 18 major emergencies occurred in Ontario last year. These ranged in nature from flooding in Attawapiskat and forest fires at Summer Beaver, to a riot in Toronto and a snow emergency in southern Ontario. This was proof, once again, that emergencies do happen in Ontario.

Here at EPO we're also excited about our work with members of Ontario's First Nations. Following an agreement signed with Indian and Northern Affairs Canada, we've been busy travelling through the province meeting with First Nations officials who have helped us to identify emergency planning needs and the best ways we can assist them in meeting these needs. As part of this new initiative, last

year we conducted two Emergency Planning & Response Courses for members of First Nation communities. Participants came from across the province — all the way from the Six Nations and Walpole Island communities in the south to Fort Albany and Moose Factory far to the north.

EPO is also pleased to be part of a new study looking at the evacuation of people in the northernmost reaches of the province. Isolated communities in the north are faced with special problems, such as how do you evacuate people when there is no road, the only way out is by plane, and your closest neighbor is hundreds of kilometres away?

Some of our future projects include a new public education program to help you and the people in your community to cope with an emergency. What should a family know, for example, when faced with a tornado, hazardous materials or other type of emergency? Knowing what to do will not only help the family, but also lets the emergency responder concentrate on his or her own job. And that helps everyone.

All of this serves to underline the fact that emergencies do happen here in Ontario. Time after time we see how much of a difference planning makes to a more effective response in terms of human life and suffering, environmental impact, and financial costs. As with any insurance policy, we hope we'll never need to call upon our emergency planning programs. But having them in place makes all the difference in the world.

## *Bell Canada provides new 1-800 numbers for emergency service*

It's 3:00 am, a train carrying hazardous materials has just derailed in the midst of your community, and your emergency services are evacuating hundreds of residents. You need more telephone lines at your Emergency Operations Centre and at your Reception Centre — and you need them fast.

Thanks to Bell Canada's new emergency 1 - 800 service, you can get them — 24 hours a day.

To find out what the new 1-800 number is, for emergencies for your area, dial 611 and ask for the Bell manager. Then insert the 1-800 number in your emergency plan and use it when you need help from Bell Canada in an emergency.

### *New number for OPP duty officer (416) 314-0751*

That's the new Ontario Provincial Police Duty Officer telephone number. In the event of an emergency in your community, you can reach Emergency Planning Ontario for assistance in two ways.

During normal office hours:  
**(416) 965-6708**

After hours through the O.P.P. Duty Officer at the new telephone number:  
**(416) 314-0751**

Please insert these numbers in your emergency plans.



# Federal funds cut, new guidelines coming

Each year the federal government sets aside a sum of money under the Joint Emergency Preparedness Program (JEPP). This funding helps the provinces, territories and communities across Canada achieve a higher level of emergency preparedness. Emergency Planning Ontario is responsible for administering the Ontario portion of this program.

While the federal portion of this program remains at 45 per cent, the demand continues to greatly exceed the availability of funds. As a result, some types of projects will no longer be funded.

## *Last Year (April 1992 - March 1993)*

A total of \$1.9 million was allocated to Ontario under JEPP. Of this, \$1.591 million supported community projects such as the development of plans, exercises, communications systems and rescue vehicles. Every project that met the JEPP guidelines was approved.

Another \$266,614 supported provincial projects, including the devel-

opment and delivery of training courses by Emergency Planning Ontario and the Office of the Fire Marshal.

## *This Year (April 1993 - March 1994)*

The level of funding from the federal government has decreased by 10 per cent to \$1.7 million. Emergency Planning Ontario has received applications for approximately 170 community projects, totalling nearly \$3 million, and provincial projects totalling \$1 million.

As in past years, the projects that will be given highest priority are those related to the development or revision of community emergency plans, exercises to test plans, and

training directly related to emergency plans. Projects received on a district, county, regional or joint community basis will also receive a higher priority.

Communities will be advised of the status of their applications by the end of April.

## *Next Year (April 1994 - March 1995)*

JEPP will be changing significantly next year. These changes are expected to affect the level of funding for Ontario, the application and claim submission dates and forms, as well as the types of projects that will be funded. Watch for the new guidelines which will be sent to all communities in June.

## *JEPP is changing*

Watch for new JEPP guidelines for 1994-95 project applications, coming your way this June.

## *SPILLS ACTION CENTRE*

The Spills Action Centre operated by the Ministry of the Environment receives notification of spills to the natural environment 24 hours per day, 365 days a year. Anyone who is aware of such a spill, or other environmental concern, should call the Centre at either of the following telephone numbers:

**1-800-268-6060**

(toll free)

or

**416-325-3000**

(Toronto)

Emergency Planning News is published by Emergency Planning Ontario, Ministry of the Solicitor General and Correctional Services, as a forum for information and news of interest to anyone involved in emergency planning and response activities throughout Ontario. You can contact Emergency Planning News at the following address:

### **Emergency Planning News**

Editor: Angela Prawzick  
Emergency Planning Ontario  
Ministry of the Solicitor General  
and Correctional Services  
27 Carlton Street, 5th Floor  
Toronto, Ontario M5B 1L2  
Telephone: (416) 965-6708

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